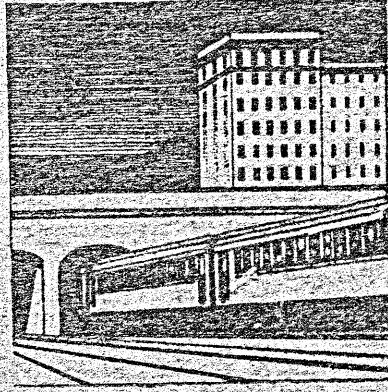
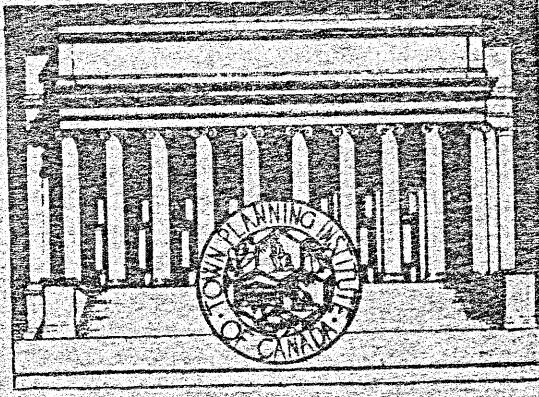


TOWN PLANNING



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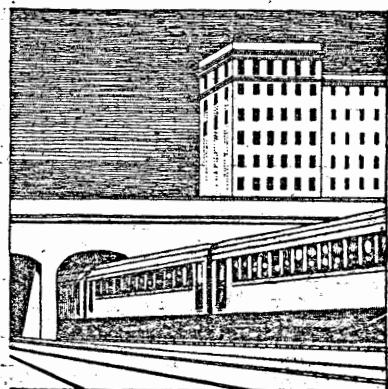
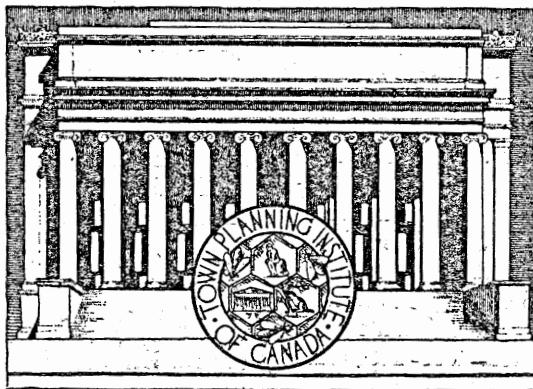
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Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.

Town Planning Institute of Canada Eighth Annual Convention, London, Ont.

The eighth Annual Convention of the Town Planning Institute of Canada was held in the city of London, Ontario, September 10-12, under the presidency of Professor Frank E. Buck of Vancouver. Excellent arrangements for the comfort and convenience of the delegates were made by the London Town Planning Commission and the London City Council, and the many interesting features of advanced public utility service for which London should be famous—in the shape of parks, playgrounds and recreational facilities were studied by the delegates on automobile tours. There was a large representation from neighboring towns and cities, and delegates from many parts of the Dominion were in attendance.

In the opening address the president maintained that Town Planning had now established itself as a social science of great and wonderful promise and that it should be recognized as such. At present it was handicapped by the groundless fear of higher taxes and the laissez-faire policy in civic development. Careful examination of the results of Town Planning would in the end show a reduced tax-rate as a consequence of increased physical efficiency. The president stressed the sociological purpose of the movement by which he meant improvement in the living conditions of the great masses of working people. He looked forward to greater interest in Town Planning on the part of the responsible officials of the Federal Government. This he thought was

most essential to stimulate greater activity in Town Planning throughout the Dominion.

Mr. J. M. Kitchen, Honorary Secretary-Treasurer, stated that the finances of the Institute were in excellent shape and reported an increase in membership of 70 during the year. It was decided to revise the by-laws of the Institute with the object of bringing them up-to-date. The result of the election of officers was as following:

President, Percy E. Nobbs, Montreal; vice-presidents, Douglas H. Nelles, Ottawa, A. G. Dalzell, Toronto, Stewart Young, Regina; hon. secy-treasurer, John M. Kitchen, Ottawa; editor and librarian, Alfred Buckley. Council: J. W. Allan, Vancouver; R. H. Avent, Winnipeg; W. F. Burditt, St. John; W. H. Cassells, Ottawa; A. Cousineau, Montreal; H. Herbert, Montreal; J. P. Hynes, Toronto; H. Lawson, Montreal; T. D. leMay, Toronto; I. Leonard, London; H. L. McPherson, Vancouver; B. Evan Parry, Ottawa; H. B. Pickings, Halifax; Dr. Adam Shortt, Ottawa; H. H. Stainton, Winnipeg; A. A. Stoughton, Winnipeg.

Mr. Noulan Cauchon addressed a luncheon assembly of the delegates and the Service Clubs of the City on "Citizenship and Town Planning." Town Planning, he said, was the concern of the citizens whose will the engineer merely expresses in physical form. It is not a mere embellishment but a process of putting a community on a basis where it can operate sanely, safely, economically and efficiently. He pointed out that owing to the complexity of modern civilization the social machine was easily put out of order and the danger of slum development was ever present. This led to what he called "commercial cannibalism," by which, for the sake of private profit, people were compelled to live under conditions which deprived them of fresh air and sunlight, an essential part of nourishment and without which no life could survive. The manifest cure of such conditions was careful zoning which controls the use of land, public and private and helps to stabilise civilized living conditions.

Mr. J. P. Hynes spoke on "The Social Aspect of Town Planning." He contended that the minimum standard of living conditions to be aimed at in every city should be a self-contained home for every family and urged that it was as much a part of the city's duty to establish and secure this minimum as it is to provide sewers and water. As the use of land is not properly regulated to meet this fundamental necessity society is in danger of being crushed by the evil results of congested living.

Mr. A. R. Kaufman spoke on "Town Planning in Kitchener After Three Years Trial." He stated that in the opinion of the Kitchener City Council a repeal of the zoning by-law would be disastrous and that the existence of a general plan was of incredible value to the Works Department and those entrusted with the physical welfare and development of the city. The working of the zoning by-law at Kitchener had become practically automatic; doubt

had been changed to approval and the few changes that had been made were of no great importance. Subdividers now generally look to the Commission for assistance and the public is firmly convinced that Town Planning is a good thing for all concerned.

Mr. W. H. Powell, Chairman of the Vancouver branch of the Institute dealt with "The Plan for Vancouver"; Mr. V. P. Cronyn with "Grade Separation and Arterial Highway Planning in London, Ont.;" Mr. J. Clarke Keith, Chief Engineer, Essex and Border Cities Utilities Commission, with "Regional Planning"; Mr. A. E. K. Bunnell with "Recent Planning Developments in Ontario." Mr. Percy E. Nobbs, President elect was unable to be present to deal with "Architectural Control," but his address was read by Mr. Noulan Cauchon. Mr. Stewart Young, Director of Town Planning, province of Saskatchewan, spoke on "The Relative Functions of Civic Building and Zoning By-Laws;" Mr. H. L. Seymour explained the zoning provisions of the London Zoning Bylaw. Mr. R. H. Avent spoke on "The Winnipeg Town Planning Situation" Mr. J. D. Craig, Director General of Surveys for the Dominion contributed a paper on "The Modern Attitude to Town Building" which was read by Mr. Alfred Buckley in Mr. Craig's absence. Mr. A. G. Dalzell discussed "Industrial Housing" at the final luncheon.

Discussion on the London zoning scheme was invited by the London committee and was introduced by Mr. Seymour who at the same time explained and criticized the scheme. He thought it was a mistake to have no single family dwelling area and with this opinion Mr. Cauchon and Mr. Kitchen concurred. Mr. Kitchen's paper on this issue was published in our last number. The section which limited apartment houses to three storeys and 55 feet in height was criticized by Mr. Seymour who urged that apartment of six storeys providing elevator service were reasonable if erected in the right place.

Among the resolutions passed by the assembly the following may be noted:

CHIEF RESOLUTIONS

(1) CITY AND REGIONAL PLAN FOR OTTAWA AND DISTRICT

The members of Town Planning Institute of Canada, assembled at London, Ontario in their eighth Annual Convention, view with satisfaction the substantial improvements now being made by the Federal Government towards the re-planning of the Federal Capital and District and wish respectfully to express their admiration of the personal endeavors of the Prime Minister, the Right Honorable W. L. Mackenzie King, to secure some reasonable form of public control over the architectural amenities of the Capital and to build up a worthy Capital City of the Dominion.

The Institute would urge, however, that the time has come for development of a comprehensive plan of the city of Ottawa and of a regional plan as a

national undertaking to cover the whole district of Ottawa and environs within an adequate radius from the parliament buildings.

The Institute would point out that unless planning control of the suburbs is established at once, all kinds of disorderly development will inevitably proceed in close contact with the new improvements, which in the near future will have to be bought out and demolished at national expense.

(2) AMENDING THE ONTARIO TOWN PLANNING ACT

The Town Planning Institute respectfully petitions the Legislature of the Province of Ontario to reconsider the amendment to section 399A of the Municipal Act enacted in 1927 which by the deletion of the word "location" has sterilized zoning and gravely retarded the Town Planning Movement in the Province of Ontario.

(3) PLEA FOR A PAMPHLET COMPILATION CONCERNING TOWN PLANNING LEGISLATION IN ONTARIO

The Town Planning Institute respectfully petitions the Government of the Province of Ontario to authorise the compilation in pamphlet form of those statutes of the Province comprising the legislation under which town planning may be carried on.

(4) DOMINION LAND SURVEYORS

The Town Planning Institute of Canada wishes to express its appreciation of the friendly cooperation of the Association of Dominion Land Surveyors, as manifested in its issue of a memorial to the mayors of Canada urging the desirability of adopting town planning method and action in their towns and cities. The members of the Institute believe the Mayors memorialized will recognize that the impulse behind the Dominion Land Surveyors' recommendations was a genuine patriotic anxiety to see the towns and cities of Canada develop in accordance with sound principles of economic and social science in the interests of local and national advancement and prosperity.

(5) SIGNS OF PROGRESS

The Town Planning Institute views with satisfaction the many signs of progress in Canadian town planning and especially the awakened sense of the civic importance of town planning manifested among the civic leaders of Canada and the consequent increasing number of towns and cities now busy with zoning by-laws. It has not failed to observe that new towns are being built in some places with considerable regard to town planning method and principles. It congratulates the city of Quebec on its action in establishing the legal principle of the right of a city to exercise some form of architectural control over both public and private building development. It congratulates the city of Vancouver on its progressive action in setting aside a definite appropriation of funds for a town planning program and on

its appointment of qualified town planning consultants to carry out the work. It congratulates the Legislature of the Province of Alberta on its wise endeavors to encourage rural as well as town planning and the legislature of Saskatchewan for enacting the up-to-date town planning legislation recently passed and is gratified to note the beginning of regional planning on the Canadian Niagara Frontier and at Chicoutimi and the Saguenay Region.

OUR NEW PRESIDENT—PROFESSOR PERCY E. NOBBS

There was much gratification among the members of the Institute when Mr. Nobbs consented to accept the nomination for the presidency. His first reaction to the suggestion that he should take on more voluntary labor in the interests of Canadian Town Planning was that the idea could not be entertained. Those members who know the Montreal situation recognized that our president's responsibility as virtual leader of the Montreal movement for securing a comprehensive plan for Montreal and effective provincial town planning legislation for the province of Quebec had been very onerous for a number of years and that no stage of success in these movements had yet been reached that would justify him in relaxing his efforts and handing over the work to a successor.

We have on various occasions drawn attention to the character of this work. It has involved endless public lecturing, countless committee meetings by day



Prof. Percy E. Nobbs, M.A., F.R.I.B.A.

and by evening, organization of groups of public-spirited citizens, the collection of funds from private sources to carry on the work, periods of discouragement and depression when it seemed useless to generate public opinion in Montreal in favor of a definite planning program with so little effective official encouragement.

At times it seemed that, with public opinion,

representing many of the most significant citizens in the business and cultural life in Montreal, both French and English speaking, ready and anxious to support the Town Planning program of the City Improvement League, some effective scheme for the planning of Montreal must be adopted by the responsible authorities. Last year Mr. Nobbs announced that voluntary effort had done about all it could do and for the rest the workers must live on the hope that the City Council would sometime make provision for the development of a comprehensive plan for Montreal.

Meanwhile we have the satisfaction of believing that some of that energy and ripe wisdom of which Mr. Nobbs has given so freely to Montreal will be given to certain plans for the extension of the work of the Institute in which the president is deeply interested.

In a letter to the honorary secretary-treasurer, acknowledging his election as president of the Institute, Mr. Nobbs wrote on September 25:

I am much obliged for your letter of September 20th, apprising me of my election as President of the Town Planning Institute of Canada, and I beg you will convey to the members my very deep appreciation of the honour they have done me and of the kind feeling of the Conference.

I look forward to meeting the Council at an early date, when there will no doubt be opportunity to assist in constructive discussions for the good of the cause the Institute exists to promote, and for the benefit of its membership, both lay and professional.

Meantime, I wish all the members of the Association well, and feel assured that in the perplexities incident to my office in the Institute I can rely on the help and advice of every member.

Mr. Nobbs was born in Scotland in 1875 and graduated M.A. at the University of Edinburgh in 1896. His professional record we borrow from *The Canadian Engineer*. After graduation he served as student of architecture with Sir Robert Lorimer and later

spent some time in visiting important cities of Europe. Later he joined the architectural staff of the London County Council. In 1903 he was appointed to the Macdonald Chair of Architecture at McGill University and this appointment he held till 1910 when he resigned and entered into partnership with Mr. George T. Hyde. His connection with the University of McGill was retained as professor of design, in the Department of Architecture, and this post Mr. Nobbs has held to the present time.

His professional affiliations are extensive. He is Fellow of the Royal Institute of British Architects. He was president of the Province of Quebec Association of Architects in 1924 and he is also a member of the Alberta, Saskatchewan and Maritime associations of architects. He is vice-president of the Royal Architectural Institute of Canada and is on the board of architectural education of that body. He was elected an Academician by the Royal Canadian Academy in 1921. For the last three years Mr. Nobbs has been chairman of the Committee on Town Planning of the City Improvement League in Montreal. This committee has given much attention to the terminals problem in Montreal, the delay in the solution of which blocks the planning program in the metropolis. He has also made a careful study of the legislative and administrative difficulties in the way of progress in town planning in Montreal and the Province of Quebec.

Among the works designed by Mr. Nobbs, or in late years by his firm, are the following buildings: the McGill University Union, Macdonald Engineering Building, Pathological Institute, Pulp and Paper Research Institute, and a plan for future development of the Stadium, residences, and athletic accommodation at Macdonald Park. He also designed some of the buildings comprising the University of Alberta, Edmonton, including the Arts Building, Medical School, Engineering Laboratories and the general plan for future development. Mr. Nobbs' firm has designed many school buildings in Montreal for the various Protestant boards, several commercial buildings in the city, and much domestic work in the suburbs.

Town Planning in Kitchener After Three Years Trial

By ALVIN KAUFMAN

Chairman of the Kitchener Town Planning Commission

I have been requested to speak on Town Planning in Kitchener after Three Year's Trial. The most concise and definite report on such a question can be given in the statement that every member of the present City Council is quite emphatic in stating that he believes it would be disastrous to repeal the Kitchener Zoning By-laws.

I think the comments I received when inquiring for such personal opinions are quite convincing and

decidedly in favor of Town Planning and Zoning By-laws as a principle and basis for municipal growth. Several aldermen were surprised that I should even question their attitude. Comments received were approximately as follows:—

“Why, we should have a horrible mess without Zoning Bylaws.”

“We are paying enough for past mistakes and do not wish to start again.”

"Why, I was always in favor of Zoning By-Laws and helped to have them passed."

"We certainly need the City Plan, because the Board of Works and other departments could not get along without a definite and comprehensive plan for future sewers, surface drainage, street planning, etc. Lack of such a guide would soon result in losses exceeding the cost of several City Plans."

"We should have saved thousands of dollars if a plan had been prepared twenty years ago."

The Building Inspector was sorry the Zoning Ordinance was not passed thirty years ago. It did not occur to me in time to make the request but I am satisfied that the present City Council would be pleased to endorse officially the principle of Town Planning and report its success in Kitchener. The experience of the City Council and department heads and also the public, with the enforcement of the Zoning Ordinance over a period of three years, has changed doubt in regard to Zoning By-laws into approval by the general public and enthusiasm by the City Council and others who have had more contact with the problems considered and settled with the City Plan as a guide.

In order to give you a proper appreciation of Kitchener's present enthusiasm for Town Planning, I think I should explain the efforts necessary to obtain the passing of the Zoning By-laws. There was considerably more effort and time spent by the City Planning Commission in arousing interest and approval of the principle of Town Planning than has been spent since in three years in dealing with the problems that have required the attention of the Planning Commission. About two years of educational work was required before the City Council was convinced that there was sufficient general approval of a City Plan to warrant engaging a Town Planning Consultant to prepare plans and Zoning By-laws. Doubts were expressed regarding the advisability of attempting to classify and restrict to specified districts the various kinds of business and industry, but the realization gradually spread that even a poor plan was better than haphazard growth. Motives were privately questioned, and especially when the advocates of Town Planning owned property of any consequence. However, the doubting ones gradually became satisfied that the City Council would not consent to clauses in the Zoning By-Laws that were not inserted for the general good of the community. Suspicion was slowly changed to approval, with the ultimate result that the City Council passed the final draft of the Zoning By-Laws without comment at a special meeting during Christmas week in December 1924, rather than delay the benefits of them and perhaps, incidentally, allow the 1925 Council to have the honor of passing a By-Law that was anticipated would be of great benefit to the Community in controlling the growth of the City and avoiding mistakes that either could not be corrected later or only at considerable expense and

consequent increase in the tax rate. The public ward meetings held by the Planning Commission to arouse interest and receive criticisms and suggestions also helped to dissipate suspicion and doubt, and especially when it became evident that the public had very few changes to suggest.

I think I should make some reference to the original educational work done by Mr. W. H. Breithaupt, of Kitchener, which was largely instrumental in securing the appointment of a Planning Commission and which, incidentally, is the first real step towards securing a Plan. The members of the succeeding Planning Commissions gradually became enthusiastic and used their influence in securing the present Zoning By-Laws.

I hope each municipality will have several individuals sufficiently interested to sacrifice their time in doing the necessary missionary work to have a Planning Commission appointed and ultimately secure Town Planning in the interests of future generations. There are so many conditions that cannot be foreseen that it is deplorable that the present generation should largely neglect planning even for its immediate needs. The congestion and dangers of motor traffic were not anticipated twenty five years ago, but some semblance of Town Planning at that time at least assists now in lessening the problem caused by modern fast transportation.

Edinburgh, in Scotland, is incidentally a striking and perhaps lone example of Town Planning years ago. I marvelled at the beautiful plan and many wide streets of Edinburgh, and was told by Mr. Thomas Adams that Edinburgh was about the only town that was planned at that time. Edinburgh now will not have the serious motor traffic congestion worries of many other cities of equal size.

The local enthusiasm for Kitchener's City Plan and Zoning By-Laws is also based on a realization that the plan is not visionary and impossible of attainment. The plan does not show desirable changes where the cost makes them prohibitive, but confines proposals largely to undeveloped and vacant land, or possibly the connecting link between existing streets where minor expense, at the option of the City Council tends to improve traffic conditions.

The Zoning Ordinance places reasonable restrictions on new buildings with regard to building lines and allotment to specified districts, but does not interfere with present non-conforming buildings even in regard to expansion. The Ordinance stops future indiscriminate mixing of residences and business in residential districts, and gives to each class the facilities and protection required. Appreciation of the purpose and actual working of the Ordinance has resulted more frequently in appeals to the City Plan and Zoning Ordinance for protection against depreciation of residential property than in attempts to have the plan changed on account of any alleged hardship imposed.

Several changes have been made in the City Plan from Residential to Business districts, and have

been caused partly by recent growth and partly by possibly too much zeal in protecting residential districts from the encroachment of business in sections where it was quite obvious business would be established eventually. Such changes require a petition signed by the majority of the property owners in the affected district before the City Council and the Ontario Municipal and Railway Board approve of them. I am not prepared to say that too much protection to residential property was a disadvantage in such prospective business districts, although I believe that the same protection would not be given again. Either method causes some temporary hardship in individual cases.

I have stated in a general way the original doubtful reception of Town Planning ideas, and the ultimate enthusiastic approval of them. I think some of the details of Kitchener's experience would also be interesting.

1. Permits are refused for buildings on land that will interfere with streets or trunk sewer extensions, etc. as shown on the City Plan. The owner of the land is offered a reasonable price by the city and the land is purchased if the owner objects to holding it. Every one concerned realizes that the City cannot afford to continue closing main arteries that cannot be obtained later on account of prohibitive cost, and can be reserved now at a trifling cost when the Plan is available as a definite guide. One lot was bought recently to ensure the future opening of a main traffic artery along a depression which allows for the economical construction of a trunk sewer and also a subway under the Canadian Northern Railway.

2. One of the City Plans showed in colors the land assessments in force at the time the Zoning By-law was passed. The color contrasts made inconsistencies so much more evident than book records that the City Council soon changed the assessments to make them relatively correct and in harmony with comparative land values.

3. The Planning Commission has control over subdivisions within the city and also for several miles beyond the city limits. Suggestions made by the Planning Commission for revision of plans for proposed subdivisions are gladly accepted by the owners almost without exception. A Planning Commission without a basic plan would be practically helpless in such cases. Some subdivisions are several miles beyond the city limits, and have streets planned to meet future extensions of present city streets without the jogs of 25 ft. to 100 ft. that can be seen even on some streets crossing the main street of a town.

4. There has been considerable argument about opening a lane in one business block, where twenty-five years ago two strokes of a pen on a Town Plan would have made the necessary provision. The last estimate of the cost of opening this lane was about \$35,000. I doubt if the lane will ever be opened, but, if it is, somebody is going to pay at least \$35,000 for it. The time lost and the bitter arguments on the

subject have been a good illustration of the cost of neglect of City Planning, even in such a minor matter.

5. Prospective purchasers of property come to the City Hall for information and advice in order to purchase homes in restricted areas, and thus protect their investments from depreciation. Such inquiries indicate a real appreciation of City Planning and Zoning. Unfortunately communities without any planning do not realize their disadvantages and continue to tolerate haphazard growth with its inevitable expense, trouble, traffic congestion and dangers.

6. The City Engineer considers that the present Plan anticipates the growth of Kitchener for about 25 years. It is then a simple matter to enlarge the plan since all basic things have been decided on the original plan.

7. The general public submits to planning restrictions quite cheerfully because they now understand the value. The Building Inspector receives applications for permits and has very little argument when Zoning restrictions compel him to refuse permits.

8. An estimate of almost a million dollars for seven subways in Kitchener has opened the eyes of the public to the saving in having roads planned for natural grade separation. Excavations, construction and damages for a subway on the main street is estimated at about \$350,000. Natural grade separations, when possible, would cost about one tenth of this amount.

9. A trunk sewer laid recently on a proposed main traffic artery along a natural depression has an average of only 4 ft. of earth covering it, and in no place more than 7 ft. Kitchener has sewers as low as 27 ft. The saving in cost is quite evident.

10. Zoning By-Laws and Building By-Laws have a tendency to overlap, and care must be exercised to avoid such contingency.

11. In order to avoid hardship, variations from stated building lines are permitted, where the majority of buildings have been placed on some other line. The By-Law, however, does not state clearly that an old building line is compulsory when the majority of buildings are on this line and the old building line is farther from the street than the new building line.

12. The boundary line between Kitchener and Waterloo does not follow a ridge, which would be a natural dividing line. The result is that residences along the boundary in one town occasionally cannot obtain sewer connection, except at excessive cost, on account of improper drainage which naturally flows to the other town where sewer connections could be made much cheaper, but are not made for legal reasons.

13. A Planning Commission has very little authority, but is useful in saving time for the City Council and advising on planning problems. The City Council has acted on the advice of the Planning Commission in practically all cases. A City Plan-

ning Commission can also exercise considerable influence in discouraging unnecessary land subdivisions. I think speculators in western lots some years ago would have appreciated some control over the exploitation of unscrupulous real estate agents.

In closing I would like to suggest that more recognition and authority for Planning Commissions

would likely be in the interests of municipalities, provided all decisions were subject to appeal to the Ontario Railway and Municipal Board, which, in my estimation, will some day likely be hopelessly overloaded with work, if many towns and cities require the Board's presence as often as Kitchener has on account of desirable changes in the Zoning By-Laws.

REGIONAL PLANNING

By J. CLARK KEITH, B.A.Sc.

Chief Engineer, Essex Border Utilities Commission, Windsor, Ont.

FIRST, THE COMMON SENSE OF CITY PLANNING

Twenty years ago the term "City Planning" was little known and even less understood. To-day the movement has spread wherever the problems of modern civilization have to be faced. There are outstanding examples in Europe and one or two in America where plans for a community's development have been a matter of record for more than a hundred years, and in some cases almost three hundred years. Cities such as Babylon and Nineveh were planned before the Christian Era. The "City Beautiful" was the ideal of the planner of a century ago. With the marked contrast in living conditions of to-day as compared with that period, or even a generation ago, the objective of the planner to-day must be the "City Useful and Usable."

Progressive communities have not been slow in realizing that they must put their affairs in order. There are 529 cities in 44 of the United States which have City Planning Boards or Commissions. In Ontario, insofar as I can ascertain, City Planning Commissions have been appointed or created in only seven communities—London, Kitchener, Hamilton, Niagara Falls, Ottawa, Toronto and the Border Cities. This is not an indication that the need for them does not exist. On the contrary, the presence of such a body when actively functioning is an asset whose value in dollars and cents is not measurable to any growing community. Any city which is prepared to allow the future to care for itself, tacitly admits that as a national asset it must be rated extremely low. Money spent on City Planning, either for the correction of past errors or for sane future growth is not a speculative investment. No city body can be accused of speculating if it takes steps to provide for the welfare and health of its inhabitants. It should, on the other hand, be guilty of remissness if it loses opportunities for so doing, opportunities which may never recur.

City Planning has come to be more or less of a misnomer. The essence of planning is to provide for expansion. The planner is more interested and has greater opportunities in the comparatively undeveloped areas in or adjacent to the city than in the well established sections. His field is as much outside the city boundaries as it is within them, and this is

particularly true of metropolitan areas dominated by one great city.

THE SUBURBAN AREA AND REGIONAL PLANNING

It may be stated as a truism that the effect of the city upon its adjoining suburban area is no more pronounced and probably less so than that which the suburban areas may later have upon the city. From time to time, those areas would automatically become annexed to the city. This is not the trend of present day sentiment. Annexation as a means of providing civic amenities is giving way to regional government. There has been but one example in the twentieth century of a great city extending its boundaries to include numerous pre-existing municipalities—the creation of Greater Berlin in 1920. It required all the pressure of post-war necessity, plus a tradition of subordination to central control to bring this consolidation to pass. At that, it had to be accomplished by the devolution of extensive powers to divisions of the Metropolis.

Prior to the advent of the motor car, suburban development clung closely to the city boundaries. Latterly, rapid transit enabled suburban communities to develop at greater distances from the city's centre. The average commuting distance in Chicago today is stated to be fourteen miles. For a generation preceding the interurban electric, the steam railroads furnished the transportation and the suburbs were strung along these in a continuous chain. The electric lines and, more recently, the automobile and motor bus, have enabled inter-spaces to develop, substantially suburban in character. Annexations have thus been retarded in recent years. The increasing necessity of thinking of and dealing with urban affairs in terms of metropolitan regions rather than as incorporated municipalities is now admitted without question.

THE PLANNING OF A REGIONAL AREA

The planning of a regional area does not consist solely in laying down a network of major and minor highways, no matter how complete it may be in itself. It should make provision for such factors as water supply, sewage and sanitation, recreational facilities, parks and park systems, education, zoning, sanatoria and related health matters, rapid transit, aeronautics,

cemeteries, harbor or water front development, etcetera.

If regional planning is to be undertaken, there does not seem to be any justification for the creation of innumerable commissions or boards to carry out the varied phases of regional development. Where two communities endeavour through a single agency to solve some problem which affects them jointly or in which they have a common interest, they have touched some phase of regional planning. We have been prone to think of planning in terms of streets and highways, but surely health, water systems and sanitation are equally important. How attractive would a model system of transportation be to any citizen if nothing else were provided? Each of us knows that if some minimum standard of water supply and sanitation could be insisted upon in the indiscriminate subdivision of land around every metropolis, it could be hailed as a millenium in civic expansion.

WANTED LEGALLY CONSTITUTED REGIONAL AUTHORITIES

Regional planning disregards political boundaries and includes that larger adjoining territory already a part, socially and economically, of the central city. Regional planning is not a program for spending vast sums of money. It seeks to insure the greatest return in the future for money wisely expended to-day. The outlying areas merely constitute a reservoir into which the surplus population from the centre may overflow. The citizen of to-day, irrespective of his station in life, no longer wants to be a pioneer. He wants the same comforts in life for himself and family in his new surroundings that were provided in the old. He will expect some beneficent municipal government to provide him with water, sanitation, recreation, educational facilities, etc. How can these be secured *unless there is a legally constituted body whose duty it is to see that every citizen has a chance to live decently and in comfort?*

In Canada the majority of water supply systems are municipally owned, and newly developing areas are saved from competition and paralleling of lines where several companies might be seeking new business. Efficient sewage disposal is expensive and sometimes beyond the financial reach of small communities or sporadic developments. Economy, efficiency and health are served by the pooling of interests. The preservation of creek valleys as an adjunct to proper sanitary control or for park development purposes can be secured only through the adoption of a single plan for the district. The increasing densities of population require that schools under different jurisdictions be located with definite relation to each other and to a shifting school population. It is not a chance happening that places large centres of population where water transportation is available. A study of any portion of the world's map shows few large cities which have not direct access to the sea. Port problems are essentially regional in character and can be attacked efficiently only by regional action.

REGIONAL PLANNING AN ABSOLUTE NECESSITY

Regional planning as an adjunct to a city's future is not only highly desirable, but an absolute necessity. A safe guide in the proper limitation of the scope of a regional plan is to confine it to those functions which do not begin or end within a single municipal jurisdiction. It is founded upon the idea that it is economically more sound and equally in the interests of both that the larger city and its environs or satellite areas be planned as a unit. As yet we have few large cities in Canada, but we shall have them within the life time of many now concerned with present day problems. There is a limit beyond which a city cannot grow to advantage or manage its affairs efficiently or economically. The larger the unit, the further government is removed from the people. Popular interest declines in direct proportion to this distance, up to the point where the appeal of national polities begins to take effect. Analysis of the various alternatives offered for the solution of the regional problem seems to lead to the conclusion that there should be a *single authority for the region.*

A SINGLE REGIONAL AUTHORITY

There are two essentials to the preparation of a regional plan—first, effective legislative authority whereby the powers which each municipal entity might possess individually may be vested in a single authority, and secondly, the whole-hearted interest and untiring support of the citizens affected. Several municipalities may be faced with a definite problem requiring solution which can be affected only through special legislation. The first powers secured may provide for nothing beyond the immediate problem, but if it has been successfully executed, then the field for further activities is broadened immediately.

The first regional planning commission in the United States was created in Los Angeles as recently as 1923. Other cities where regional control is in effect or in contemplation include Philadelphia, Boston, New York, Pittsburgh, Chicago, San Francisco, Cleveland, and Baltimore. Legislation for regional planning or for any particular phase of it cannot be standardized.

So far as I am aware there are only five Commissions in Canada having jurisdiction in Metropolitan Areas. These are the Greater Vancouver Water District, the Vancouver Area District Joint Sewerage and Drainage Board, the Greater Winnipeg Water District Board, the Montreal Metropolitan Commission, which exists solely for the purpose of financial control, and the Essex Border Utilities Commission. There are other bodies, such as the Niagara Falls Park Commission, the Ottawa Federal District Commission, and the Quebec Streams Commission, which have been created by the state, but the first five enumerated have been formed at the request of interested municipalities having problems in common. All Planning Commissions in Ontario have control of subdivisions over a region extending three miles beyond the municipal limits in the case

of towns and five miles from cities, and in this sense only have jurisdiction in regional areas.

The activities of three of the foregoing Commissions are fairly well defined and limited, by their descriptive appellations, to water supply and drainage. The Montreal Metropolitan Commission, made up of representatives of the local units involved, has the power to approve or disapprove the loans of any of the municipal entities concerned with the exception of Montreal itself. If, for example, the City of Outremont wishes to borrow money and the Commission approves, the bonds of the Metropolitan District are issued and Outremont must levy taxes to recoup the Commission for its assumption of the bonds. The success of this Commission has suggested the extension of this principle to the general government of the whole area. Since the sixteen municipalities, of which Montreal is the centre, have very real general interests which cannot very well be looked after without some form of co-ordination, it is probable that some measure will soon be granted by the Quebec Legislature.

ESSEX BORDER UTILITIES COMMISSION IS A LEGAL REGIONAL PLANNING AUTHORITY

The Essex Border Utilities Commission is the outstanding example in Canada of an organization created by the Legislature to deal with regional problems. Fronting on the Detroit River in Essex County, seven incorporated municipalities lie side by side without any apparent municipal division. These communities, with two adjacent townships, had common problems which could be solved efficiently and economically only through co-operation. The need of an organization to meet these conditions was recognized and the Essex Border Utilities Commission was formed in 1917. Constituted originally to deal with the related problems of water supply and sewage treatment, the Commission has had its activities broadened to include the powers of a Board of Health, a Parks Board and a City Planning Board. The Commission consists of 21 members, 2 from each of eight municipalities and 5 from the City of Windsor. In each case the Mayor or Reeve constitutes one representative from the community, while the others are elected for a period of three years. Thus the Commission is entirely responsible to the electorate and its members serve without remuneration. Two members have been on the Commission for 11 years and several others from five to ten years. The general overhead expense of the Commission, such as office expense, clerical help, etc. is met by the various municipalities in proportion to the number of its Commissioners on the Board. All capital expenditures are met through debentures issued by the Commission on the credit of and in proportion to the benefit which each municipality derives.

WORK DONE BY THE COMMISSION

Since its inception, the Commission has constructed intercepting sewers at a cost of \$400,000, a filtration plant serving all municipalities at a cost

of \$1,140,000, a Metropolitan General Hospital costing \$560,000, and is now engaged on a general plan covering water front development and further sewerage extensions which will cost from three to five million dollars. These are tangible evidences of regional co-operative effort, but the most valuable activity of the Commission has been in the preparation of a plan of main highways and boulevards to serve the future needs of the district. In less than two years time the highways through Essex County will carry heavier traffic than any other roadways in Canada. A definite plan was prepared almost six years ago, which was described and reproduced in the Journal of the Institute in June, 1924. With very minor alterations that plan has been the framework on which the newer sections have since been developed. All subdivision plans of the district must pass through the hands of a special committee of the Commission before they can be registered. During the past eight years upwards of 300 plans have been dealt with, and at least 75% of them were modified in some manner for the betterment of the district. The newer sections of the Essex Border Districts are not going to be faced with expensive corrective undertakings in the future. The area involved in planning studies covers about 125 square miles.

THE CEMETERY PROBLEM

When an effort is being made to control and direct the development of a district, it is a source of irritation when something occurs which may tend to undo any part of the work that is being done. In the hope that the experience of other communities may be related at this gathering, reference is being made to the question of cemeteries. The relation between the city of the dead and the city of the living is an important problem in present day planning. Like all other established physical elements of a city, the cemetery must be provided for and must be given that consideration which will permit it to function with the city and do as little harm as possible to it. The location of a cemetery has in many instances interfered with the best and most logical community growth. It is true that there is hardly a large city which has not witnessed the destruction of one or more of its cemeteries, yet once established it stands as a grim sentinel against the demands of urban growth. As a general proposition, a cemetery should be located away from industries and from the lines of common carriers. It should be in line with the city's residential growth but as far as possible from existing housing. It should not be reached by, nor have its entrance from, a highway bearing heavy traffic. In Ontario the location of a cemetery must first be approved by the municipality in which it lies and then by the Provincial Department of Health. Unfortunately the plan for a cemetery does not have to be registered and for this reason City Planning Boards have no control over cemeteries if they are outside the city limits but within the city's urban zone. Two cemeteries were recently located adjacent

to Windsor for speculative sale on a highway which will be the main traffic artery of the district. Funeral corteges and fast traffic are not a combination which will tend to reduce motor accidents. These cemeteries are within our urban zone but apparently there is no definite control over them. This should not be.

THE ACHIEVED BENEFITS OF REGIONAL CO-OPERATION

TION

What then has regional co-operation accomplished for Riverside, Ford City, Walkerville, Windsor, Ojibway—The Border Cities—and the townships of Sandwich East and Sandwich West? It has removed sewage outlets from five miles of the water front on the Detroit River and has made possible the construction of a single treatment plant instead of five or six at intervals along the river front. It has provided the district with filtered water from one central plant instead of from three, as a minimum. One efficiently managed Department of Health serves the district instead of seven. A General Hospital has been placed in service for the entire district. More important than these was the preparation of

the plan by which and to which the district can grow.

The goal of regional planning then is:

A unified region with efficient and comfortable means of getting from place to place.

A region offering uniformly healthy living conditions with space for play and recreation for its citizens, young and old.

A region which can be governed and maintained at a minimum cost because streets, highways, sewers, bridges, railroads and other functions of municipal life have been placed where they will best serve their purpose.

The goal of regional planning is not an endless maze of streets spread out over the land as one inefficient ungainly, unmanageable city, but a group of many well connected units of population, each with its own industries and business centres; each readily accessible to every other by highways, railroads and airways, all in turn in direct contact with the central city to which all must look for certain social, business or intellectual advantages which may not be had elsewhere.

The Winnipeg Town Planning Situation

By R. H. AVENT

City Engineer, Winnipeg

OUTLINE OF HISTORY OF STREET PLAN

The City of Winnipeg, situated at the junction of the Red and Assiniboine Rivers, is somewhat fortunate in the matter of its street plan, thanks to the early settlers of the district. These settlers built their homes along the river banks for the sake of the many conveniences, such as transportation, communication and supplies, which the rivers afforded, and in order that they might be clustered together as much as possible for social reasons and for mutual defence against the Indians. At first they used only the rivers for transportation but, as the Red River cart came into use, long winding trails developed, leading north and south, along both banks of the Red River, westward along both banks of the Assiniboine, while the Dawson Route trailed away south-easterly to the famous north-west angle of the Lake of the Woods.

The Dominion Government, in 1869, after the transfer of the North-West Territories to its jurisdiction, immediately proceeded to survey the territory, laying out the settlement lots along the rivers, as they were found to be held by the occupiers and, later on, the old trails were surveyed. Evidently the Red River carts, winding about tortuous routes in order to avoid numerous mud-holes, established very wide trails. In making surveys, straightening these as much as possible, the width was fixed, probably for the sake of simplicity, at two chains (132 ft.) or one chain and a half (99 ft.). So to-day we have major streets of ample width radiating in all

directions from the heart of the City. The long narrow settlement lots, when subdivided into building lots by the owners, were provided with one straight street down the centre usually of the simple width of one chain (66 ft.) with cross streets at intervals varying according to the generosity of the subdivider. Unfortunately, owing to lack of control, these cross streets in many cases did not connect with each other, with the result that a great deal of expense has been involved in later years in extending and straightening such cross thoroughfares. The City has spent, all told, on street and lane openings, some one and two-thirds millions of dollars of which cost one-tenth, on the average, has been borne by the City at large, while the remaining nine-tenths have been levied as local improvement charges. While the City has authority to acquire, in connection with street openings, excess lands to a maximum distance of 300 ft., this principle of excess condemnation has been applied for the purpose of recoupment only in one case, namely, that of the Parliament Buildings Approach scheme. The major street plan of to-day, however, offers, comparatively speaking, very little serious difficulty from a town planning standpoint and Winnipeg is noted for its wide, clean, well-paved and lighted thoroughfares.

FIRST WINNIPEG CITY PLANNING COMMISSION

The need for city planning in general was very early recognized by the Winnipeg authorities. In 1911 the City secured a Charter amendment authorizing

the appointment of a Commission to consider and report upon a City Planning Scheme, the distribution of population, and other problems relating to city organization and government and to provide for defraying the cost thereof.

In the same year a by-law was passed appointing a City Planning Commission, composed of the Mayor, (W. Sanford Evans), six other members of the City Council, the Provincial Municipal Commissioner and ten others, representative of various organizations. Mayor Evans was Chairman of this Commission and, after his retirement from the office of Mayor, an amendment was made to the by-law whereby he remained as Chairman of the Commission until the completion of its work in 1913.

FIRST CANADIAN HOUSING AND TOWN PLANNING CONGRESS

Under the auspices of this Planning Commission and of the Winnipeg Industrial Bureau, the First Canadian Housing and Town Planning Congress was held in Winnipeg in July 1912 at which some very interesting addresses were delivered by such notables as the Duke of Connaught, (then Governor-General) Raymond Unwin, Thomas Adams, F. L. Olmstead, and several others.

As an immediate result of the efforts of that Commission several street improvements were made—such, for instance, as a series of parallel east and west streets in the western part of the City, namely: Sargent, Ellice, St. Matthews and Wellington Avenues, and a series of parallel streets in the north part of the City, namely; Salter, Powers, Andrews, McGregor, McKenzie and Arlington Streets.

Other suggestions of this Commission are still under consideration, such, for instance, as a cross town highway by way of Colony, Balmoral and Isabel Streets, and Rorie Street extension from Portage Avenue to the C. P. R. Station.

It is also interesting to note that this Commission, although appointed by the City Council, at a very early stage realized that it was necessary to treat its subject from a regional standpoint and secured the co-operation of representatives of adjoining municipalities. This Commission was disbanded early in 1913.

GREATER WINNIPEG PLAN COMMISSION

The Greater Winnipeg Plan Commission, under the chairmanship of J. D. Atchison, (a prominent Winnipeg architect) and comprising among six other men the then Mayor (T. R. Deacon) was appointed by the City Council on June 1, 1914, to prepare a comprehensive City Plan. It was very unfortunate for this Commission that the War began before it had a chance to get its work under way, with the result that it was deprived of practically all financial support. Although the Commission continued to meet at frequent intervals all through the period of the War, and made numerous studies of street improvements, the very valuable work which it produced was only accomplished through the zeal of its

members, and, in particular, the untiring devotion of its professional advisor, Prof. A. A. Stoughton, who throughout gave his services not only in advising the manner in which plans should be carried out but in actually preparing such plans without any remuneration whatever.

That section of the cross town highway embodying the approach to the parliament buildings has now been accomplished, chiefly as a result of the efforts of this Commission which, soon after the War, reopened this question and, by supplying alternative plans one after another, eventually succeeded in producing a feasible plan which, with minor modifications, was finally adopted by the City Council.

In recent years the chairman and one other member of this Commission gave up their residence in Winnipeg, and one member died, with the result that no further meetings of the Commission were held after the Fall of 1920 and for some years interest in Town Planning lay dormant.

PRESENT CITY PLANNING COMMITTEE, WINNIPEG CITY COUNCIL, 1928

Last year, however, interest in the matter was revived through the efforts of the Board of Trade, and other citizens, there being a large addition to the membership of the Town Planning Institute in the Winnipeg district. Many candidates for election to the City Council at the November election committed themselves to reviving the subject this year and, after a great deal of discussion last January as to whether a Commission should be appointed or the subject handled by a Committee of the City Council, the latter form of organization was adopted and a Committee of five members of the City Council, under the chairmanship of Ald. S. S. Kennedy, is now functioning.

One of the first steps taken by this Committee was to accept the offer of the Town Planning Institute, Greater Winnipeg Branch, to act as an advisory body. It is very gratifying to note that under this arrangement considerable progress is being made.

In the matter of street improvements this Committee is giving special attention to three of the plans outlined by former Commissions.

First, the extension of Wellington Crescent to connect with Assiniboine Drive, thereby forming the City's first river drive, which will extend from the heart of the City to its largest park (Assiniboine) a distance of 3 miles. Wellington Crescent has existed for many years at a width of 100 ft., at one part and 150 ft., for the balance. Assiniboine Drive, which borders the river bank, with a width of from 100 ft., to 300 ft., was dedicated by the Tuxedo Park Co. To connect these two required a street extension 1,800 ft., in length, of a width of 150 ft., as suggested by the Greater Winnipeg Plan Commission. This connection has actually been accomplished by the new Town Planning Committee with a minimum width of 100 ft., at a net expenditure for land taken of less than \$5,000.

The Rorie Street extension and the Cross Town Highway suggested by the previous Plan Commissions are now being studied.

The most notable feature of the new Committee's endeavours, however, is its resolve to tackle the zoning problem.

THE WINNIPEG ZONING BY-LAW

During the real estate "boom" in Winnipeg, some 15 to 20 years ago a large number of building restrictions were established by way of agreements between the estate subdividers and purchasers which were recorded by way of caveats filed against the titles. The majority of these restrictions were hurriedly drawn with the result that some are not worth the paper they are written on while many others, owing to change of circumstances, are a great inconvenience to present owners. To annul or amend such agreements an Act of the Provincial Legislature has always been required until this year when a board, known as the Public Utility Board, created by Provincial statute, was vested with authority to make such alterations by Order. In addition to these private restrictions the Winnipeg City Council has passed about 200 by-laws of various types fixing alignments, declaring residential districts, prohibiting apartment blocks, public garages, undertakers' quarters or funeral parlours, laundries, livery stables, etc., in certain areas, limiting the heights of buildings and creating "fire limits". The earliest of these restrictions were embodied in a Building By-law which fixed gas works, laundry and livery stable prohibited zones, "fire limits", and also a building alignment on two or three streets. From time to time the City secured, by amendments to its Charter, increased powers for the restricting of property uses.

In 1910 the City obtained power to regulate the distance from the street line in front of which a building or structure should not be placed.

In 1913 an amendment was procured giving the City power to prohibit, regulate and control the erection on certain streets or in certain areas of apartment and tenement houses and of garages to be used for hire or gain. No such by-law was permitted unless Council received a petition signed by at least three-fifths of the owners of property on such street or in such area and no such by-law was permitted where there already existed an apartment block or garage "in a tier of lots between two streets and fronting upon another street." Before such by-law was passed it was required to give notice in three consecutive Saturday issues of one of the chief newspapers published in Winnipeg.

In 1921 the proviso regarding an existing apartment block or garage in a tier of lots was altered to read "where there is already an apartment block (or garage) in such petitioning area" and the term "owners" referred to in the petition was altered to read "owners resident within the City of Winnipeg."

In 1925 an amendment was obtained giving the City authority to pass by-laws for licensing, regu-

lating, controlling or prohibiting the business of undertakers and funeral directors and for defining certain areas within which the said business may be carried on and for varying or altering any such areas.

Another amendment to the Charter was obtained authorizing the City to pass by-laws and from time to time amend the same for creating, regulating or controlling special zones or districts in the City and the use to which the property may be applied—such by-laws, however, would only become effective upon registration in the Land Titles Office. In 1928 this clause was re-drafted and the City Council is now authorized to pass by-laws and from time to time amend the same "for creating, regulating or controlling special zones or districts in the City and the uses to which the property therein may or may not be applied and for limiting, regulating or controlling the portion of the area or parcel of land which may be occupied by a building". At the same time all by-laws previously passed which would have the effect of regulating and controlling or restricting the uses of property in any zone or district were declared to be and to have always been valid and binding.

In the present preparation of a zoning By-law, the City anticipates utilizing authority contained in its own Charter and ignoring The Town Planning Act passed by the Province in 1916. The Town Planning Act of Manitoba, which is patterned on the lines of the British Act, like similar statutes in several other Provinces, places the approval of a Town Planning Commission, if appointed for carrying out a scheme, and the final approval of such scheme when prepared, in the hands of a Minister of the Provincial Government: in other words—the City, if it were to utilize the Town Planning Act, would be depriving itself of an important measure of its autonomy.

The Zoning By-law now under preparation is probably unique in this respect—that it does not of itself apply to any specific area in the City. It is merely a statement of use classification and restrictions which will apply to any area which may be declared by subsequent by-law to come under its operation. The Zoning By-law defines seven different Use Districts and the permitted or prohibited uses in each. There are three residential districts, two commercial districts and two industrial districts. Area regulations are provided for in three residential districts and for residences, including duplex houses, in all districts. Side yards are already provided for throughout the City in the case of apartment buildings under the Building By-law, which reads as follows:—

The enclosing walls of habitable rooms, containing windows, facing private property, shall not be erected nearer to the property boundary line than a distance of two inches for every foot in height of the wall containing such windows, and the open space so formed shall in no case be less than six feet wide, and shall be connected to the

adjoining street or lane by a passage not less than three feet wide. If the open space is carried its required width to a street or lane, the distance between wall and property line may be reduced to one and three quarter inches per foot of height, but in no case shall such open space be less than five feet wide.

If the first story, or first and second stories are required for business purposes, the building may cover the entire lot provided the above conditions are complied with or for any portion of the building used for residential purposes above such business premises.

No height limitations are provided for in the Zoning By-law as this feature is amply covered by the Building By-law which applies to the whole City, and reads as follows:—

- (a) (1) No building shall hereafter be erected or re-constructed to exceed in height one and one-half times the width of the street on which it fronts, or, if fronting on more than one street, of the widest street on which it fronts, except as hereinafter provided.
- (2) A building shall be regarded as fronting on every street on which its site fronts or abuts. In case the site does not front or abut on any street, the building shall be regarded as fronting on the nearest street.
- (3) If the whole of any building is within a rectilinear distance of one hundred and thirty feet from a street wider than the one or more on which it fronts, the latter shall, for the purposes of this section, be considered to be of the same width as the wider street.
- (4) Any lane, highway, or other thoroughfare less than thirty-three feet in width shall not for the purposes of this section be deemed to be a street.
- (b) Provided that for each one foot that a building is set back from the street or streets on which it fronts, three feet shall be added to the height limit of such building, provided by the preceding sub-section hereof.
- (c) Provided further that if a portion of a building whether at the street level or otherwise is set back from the street line, the height of such portion above the street level as provided in sub-section (a) hereof may be increased three feet for every foot of set back.
- (d) To take advantage of the provisions of the two preceding sub-sections, such building or portion of a building (if fronting on more than one street) shall be set back from every street on which it fronts at least one foot for each additional three feet in height.

It will be noted therefore that the proposed Zoning By-law, except for the increase in side yard requirements for apartment blocks in residential districts, does not overlap the Building By-law although it is generally recognized that restrictions as to use, height and area properly come within the scope of a Zoning By-law and might with advantage be kept separate

from an ordinary Building By-law. In our case, the Building By-law having just been revised after months of study and discussion by city authorities and representatives of technical societies it is thought inadvisable to interfere with it at this time in the drafting of the Zoning by-law.

IMPROVED BUILDINGS

Before closing I think it would be only proper to make some reference to the housing situation in Winnipeg. During the "boom" period there were erected in Winnipeg, as in most other cities on the continent, a large number of jerry built houses. The First Canadian Housing and Town Planning Congress, above referred to, no doubt stimulated some interest in this matter. The City Health Department and the Building Inspector's Department also emphasized the need for reform on every possible occasion. Finally, however, when the Dominion Government, in 1919, announced its policy of loaning money to municipalities for the purpose of financing new homes, the Winnipeg Housing Commission was formed and from the outset this Commission established a system of specifications and inspection which ensured the building of more serviceable types of homes. The matter of insulation was very carefully considered. This Commission loaned money during the years 1919 to 1923 totalling \$2,840,000, divided amongst 712 loans. The loans averaged 75 per cent. of the full value of the property. As is well known, the price of building materials took a great drop in the years 1921 and 1922, nevertheless the Housing Commission has consistently shown a profit. In 1927 the profits for the year totalled over \$26,500 while the total surplus to date is \$106,000 in addition to \$61,000 used to completely write off the Bond Discount which might otherwise have been distributed over the full twenty years term of the loans. The new Building By-law now provides for the same rigorous inspection as was adapted by the Housing Commission with the result that we have a wonderful improvement in the type of buildings for all purposes in this City.

QUEBEC TOWN PLANNING COMMISSION-PERSONNEL

The members of the Quebec Town Planning and Conservation Commission have been duly appointed and much local satisfaction has been expressed with the personnel of the Commission. The three members representing the provincial government of Quebec are the Honorable Senator P. J. Paradis, who has been appointed chairman of the Commission, Mr. J. Eugene Tanguay, manager of Quebec Power Co., and Alderman Wilfrid Lacroix, architect, and the two members representing the city are Lieutenant-Colonel William Wood, historian, and Mr. A. R. Decary, civil engineer. Mr. F. X. Chouinard, city clerk, was appointed secretary. The first meeting of the Commission was held October 28th.

It will be remembered that the intention of the Provincial government in passing the Town Planning Act for the City of Quebec was to establish a Commission composed of 5 members, three to be named by the provincial government and two by the city, whose powers and duties should include "powers to establish zones and control architecture."

We have commented from time to time on the interesting feature of the Quebec Act which refers to the control of private architecture. This aspect of the matter is of more than local interest and it is no exaggeration to say that the eyes of the Town Planning world will be upon the Quebec Commission to see how far practical success is possible in an enactment of this kind.

Grade Separation and Arterial Highway Planning in London, Ont.

By V. P. CRONYN

London Town Planning Commission

The Problem of controlling or distributing traffic over our streets, rather than allowing it to confine itself to the main thoroughfares is, or shortly will be, of serious import. The solution of this problem must be given some study.

The accompanying plan is intended to assist my argument and to offer a basis on which discussion may follow.

The subject of grade separation has been linked up with arterial highways. It will, therefore, be dealt with only as it affects traffic.

The effect of railways on traffic is much the same as rivers. They are, in fact, rivers of steel. There are, of course, more points at which they may be negotiated, but, notwithstanding, they take a far larger toll of life than do the bridges. London's traffic suffers from both rivers and railways. The city is divided into three main sections by the Thames. The largest of these sections is subdivided into three sections by the Canadian National and the Canadian Pacific Railways.

In considering the question of arterial highways, as the term may be applied to certain city thoroughfares, the crossing of these hazards plays an important part. Let me just for a moment, refer to the grade Separation Plan of the Canadian National Railway, to establish in your minds the safe and unobstructed points of crossing which will be in effect on the completion of the subway plan. From west to east they are, as marked on the map, at the intersections of the following streets: Ridout, Richmond, Wellington, Adelaide, Rectory, Egerton.

The expression "Arterial Highway," may give the impression of the establishing of thoroughfares leading traffic to the heart of business. This is only partly correct. These thoroughfares may be established for the opposite purpose, and as we are not suffering from lack of traffic, the plan to be submitted is for the reverse purpose. The submission of such a plan will probably bring criticism from the downtown merchants, and as they, more than any other class of business men, will be favorably or unfavorably affected by the adoption of such a plan, their views should have a great deal to do with the ultimate adoption or rejection of any plan of diversion.

No man who drives a car and has his place of business in the centre of any large city need be told of traffic congestion or the parking problem. It is not infrequent that one has to travel three or four blocks to find a space for his car on the main street between the hours of 10 a.m. and 6 p.m.. In asking one man who drives a car a great deal what his opinion was of the total of continuously available parking space on Dundas Street between Talbot and Wellington and for one block north and south on

Richmont Street and Clarence Street, I received the reply that it was probably not more than 5%. This point is brought out to indicate the congestion there already is for moving traffic.

The majority of motorists are more careful and travel at a lower rate of speed in this area than in any other section of the city, yet if you refer to the map prepared by the Police Department indicating the location of accidents you will note that more have occurred in this area and along the main street—Dundas—than in all the rest of the City together. Is it, therefore, not reasonable to conclude that this condition is the result of traffic congestion?

If it were possible I would avoid statistics, but the following figures are of so much importance I feel you will be interested in them. If there are some who will not admit of a traffic problem they cannot, in the face of these figures, ignore the conclusion that in a very short time there will exist an extremely serious situation.

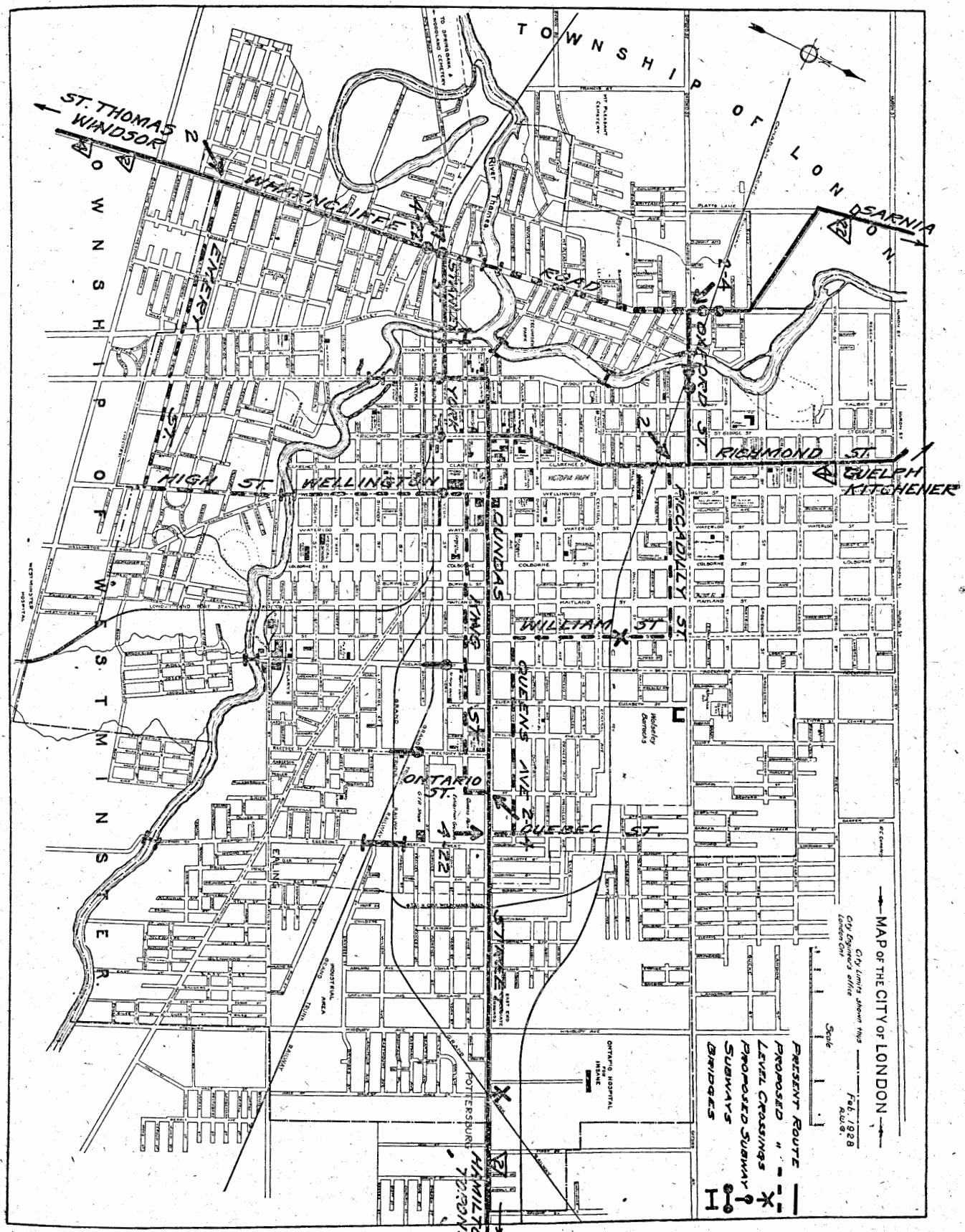
The total number of automobiles registered in Canada at the end of 1927 was approximately 940,000 an increase of 14.6% over 1926. Of this number nearly half were owned in Ontario. Ontario's increase was 17%.

The percentage of increase in the Dominion between the years 1914 and 1927 inclusive, was over 1,250%. The average yearly increase for the same period was 24%. The maximum increase in any year occurred in 1917, when it rose to over 60%.

London is called a City of Homes. Last year there were approximately 16,000 registered property owners with 8,000 car licences issued in London. From information available the percentage of increase in car owners is a little higher annually than the percentage of increase of property owners.

It has been conservatively estimated that by the end of the year there will be considerably more than 10,000 cars in London and about 10,000 in the County of Middlesex. All these cars must find room on our highways and city streets. Further, our thoroughfares must accommodate the annual increase and the American tourist traffic. Through the one point of Windsor, from January 1st. to August 27th, 85,000 tourist permits were issued, an increase of 30% over the same period of last year.

At the present time the great majority of traffic passing through London crosses the intersection of Dundas and Richmond streets. No one would be so rash as to state that all this traffic is an asset to the City. Just as many Londoners motoring to Toronto are of no value to intermediate municipalities. So must there be a proportion of this traffic of no value to this City. At least, this class might be diverted without loss to the merchant.



Let me quote one more set of figures to indicate just what this through traffic means. These figures were secured from the Department of Highways and are the result of the official traffic census. They only include the East and West traffic. The count was made at the Whyton Road intersection of No. 2 Highway, which is about six miles east of the City.

The average daily average for the summer of 1922 was 1,032 vehicles. For 1925 it had risen to 1,854, and for 1926 it climbed to 2,542, an increase over 1925 of 34%.

The average daily maximum for the summer of 1925 was 2,614, and for 1926 the figure totalled 3,710, an increase of 41%. At time of writing figures for 1927 and 1928 not available.

Where are these increases in traffic leading? What is the maximum accommodation for traffic on our main street? Will not the increase in motors on our street be in proportion to the increase in population and prosperity in this country, if the through traffic is, (through lack of knowledge of the City), forced to take the route it is taking at present? I venture to predict that within ten years your municipal council will be forced to prohibit not parking on your main thoroughfare, but stopping at all. Then streets will become one wide stream of moving vehicles. Smaller municipalities should take time by the forelock and widen their main thoroughfare

before large buildings are erected, making the cost prohibitive. The foregoing applies in a greater or lesser degree to any municipalities through which provincial highways pass.

Now, may I refer you to the map which suggests a means by which through traffic may be routed, without in any case increasing the distance and in some cases shortening it? It is not suggested that a traffic officer be placed at the points of diversion, but that red signs of similar design, but larger than those on the highways, be placed in a conspicuous place. The number of the highway noted thereon, with the word "Through" noted below and an arrow indicating the route. The old black signs might remain as they are, to guide those who wish to enter the business district. Methods such as this have been adopted in many large and small American cities, and surely we can do worse than profit by their experience.

It will be noted that on the map the bridges proposed, or established subways and provincial highways with the routes at present traversed, have been clearly marked. The proposed diversions have also been indicated. It will be noted that these proposed routes, in the main, run along wide streets. An effort has been made to avoid earlines and streets on which heavy traffic is common. The points of diversion have been indicated by a heavy arrow.

Brief History of Town Planning in London, Ontario, Canada

By COLONEL IBBOTSON LEONARD, D.S.O.

Chairman, Town Planning Commission, London, Ontario.

The question of grade separation, I think, first brought the necessity of some definite plan for the future development of the City of London to the attention of the Civic Commission and the public in general. London then had a Commission form of municipal government. During the last year of the War, 1918, Mr. Noulan Cauchon visited London and, with the assistance of the Chamber of Commerce and the City Commissioners, surveyed the existing railroad conditions in London and prepared a scheme for a Union Station in the centre of the City which included a civic centre with City Hall, central fire station, hotel, and other buildings.

No action was taken on the Cauchon report but one result of it was that a vote of the ratepayers was taken on December 6th, 1919, as to whether a Town Planning Commission should be formed. The vote was 4,110 in favor and 3,347 against. Thus the Town Planning Commission was first instituted in 1919, (By-law 6013,) when Mayor E. S. Little was chief Magistrate, under authority granted by Section 13 of the Provincial Planning and Development Act, of 1918, as amended in 1920. It consisted of the Mayor and six ratepayers, three of whom were appointed for a period of three years, (one dropping out each

successive year to provide a new member each year and thus give continuity to the work of the commission), while the remaining three were appointed each year by and from the City Council, thus giving the civic body a majority on the Commission.

From its inception the Town Planning Commission had power (under the aforementioned Act) to approve of new subdivisions or surveys both within the City limits and also in the suburban area (included in a circle of five miles from the City limits). In this way immediate control of new streets, lots and subdivisions was vested in the Town Planning Commission, which control has borne fruit as is already apparent, and will become increasingly so as the City grows and new districts are included in the City area.

Subsequent legislation (Section 3989 of the Ontario Municipal Act) further enlarged the powers of the Commission in various ways, the most important of which (Section 6 of Amendments to the Planning and Development Act) are:

1. BUILDING LINES

To control the depth or width of lots, the distance at which buildings shall be set back from the centres

or sides of streets, roads or other ways and also including the laying out or altering of street lines.

2. ZONING

To control and prescribe the areas in which:—

(1) Dwelling houses, apartment houses, factories, warehouses, shops and stores, may be built.

(2) The height and general character of buildings to be erected or reconstructed in such areas.

(3) The percentage of any lot or acre which new buildings or reconstructed old buildings may occupy.

(4) Future provision for parks, playgrounds, open spaces (both public and private) golf links, tennis courts, community centres, and preservation of objects of natural beauty and historical interest.

3. ARTERIAL HIGHWAYS

Widening, extending, relocating, stopping up and diverting roads and other ways, including the determination of the width of all streets and roads for different purposes and reserving land for new main thoroughfares and highways.

It might be well to interject at this point that all these powers apply to future developments and restrictions *only* and do not in any way interfere with roads and streets as they are at present or buildings that are erected, although they apply to reconstruction of old buildings and extensive additions to the same.

For the Town Planning Commission to function properly and exercise the powers with which it was vested by the enactment of the legislation referred to, and, as the power granted was permissive and not compulsory, it was first necessary for the City Council to pass by-laws setting forth in detail the setback and side lines and also the building zones which were considered the most suitable to the City of London. The Town Planning Commission felt that expert advice was necessary on these matters as well as complete data as to what other cities, both in Canada and elsewhere of the same size as London, were doing to provide for future growth along orderly lines, so that the activities of private interests might be reasonably restricted for the benefit of the public at large.

Copies of Town Planning Acts and maps from a number of such places were secured and after a great deal of thought and deliberation it was decided to secure the advice of Mr. Thomas Adams, the well known town planning consultant.

ADAMS REPORT

In October, 1921, the City Council made a three years' agreement with Mr. Adams to prepare a report and a series of plans for the City of London upon which suitable by-laws could be framed and enacted.

The City was to supply the necessary data, such as existing maps and plans, assessment rolls, local improvements, location of pavements, etc., also a draughtsman and clerical help to work under Mr. Adams' instructions.

In 1921 Mr. Adams spent several weeks collecting data and making preliminary sketches.

In April and May of 1922 he made a preliminary report and presented nine maps which were to be studied and criticized by the City Engineer, Town Planning Commission and citizens at large for six months. The idea being that these maps would then be changed to suit the wishes of the public so far as was consistent with the Town Planning scheme in view.

In 1923, Mr. Adams was to make a final report, draft the necessary by-law and submit final plans for the approval of the Town Planning Commission and City Council, in all of which due consideration was to have been given to the criticism received during the six months probation of the plans submitted in 1922.

Unfortunately, the City Council on the 21st of March, 1923, in its enthusiasm for economy, blue-pencilled the amount apportioned for Mr. Adams' third and final payment and instructed the City Clerk to advise Mr. Adams and lay over the completion of his report until 1924.

Mr. Adams' engagements in New York prevented his completing his report during 1924 or subsequently so that the benefit of his eminent services were more or less lost to the City of London.

This difficulty was overcome, however, on July 23rd, 1924, when an agreement was made with Mr. Horace L. Seymour to complete the Adams' report. This arrangement was made possible by the financial assistance of the Chamber of Commerce, which agreed to give \$500.00 on condition that the City Council found the balance of the money required, which they agreed to do.

EXTRACTS FROM ADAMS REPORT (1922)

(1) As the Railway Companies have been primarily responsible for the worst conditions in connection with the street system of London, they should be made to bear the largest share of the cost of giving effect to a solution of the problems created by these obstructions, when it becomes essential to provide that solution.

(2) One of the main objects of making a plan for London is to prevent the necessity of making expensive changes in future.

(3) The population has practically doubled itself in 30 years: 30,705 in 1890 and 60,685 in 1922. The area is now 6,302 acres (9.6 people per acre). It is probable that the same ratio of increase will continue for the next thirty years and a plan should be prepared for an area that will accommodate at least double the present population.

(4) The main industrial growth must continue to take place along the main railway lines and principally in the level section of land to the east of the City. It is an advantage to have heavy industries in the east of the City area as the prevailing wind will blow the smoke away from the City.

(5) Apartment houses are becoming necessary in most cities. In Ottawa they have caused *serious injury* to most of the residential streets.

(6). The really heavy part of the tax burden of maintaining the City is borne within the area that lies between the Canadian National Railway and the Canadian Pacific Railway and the River Thames and Adelaide street. The effect of this system is to distribute the burden somewhat unevenly and to place a premium on improvements by increasing a man's taxes in proportion as he improves his property, making it difficult to maintain high class residential property near the centre of the City.

It will be a misfortune if London cannot continue to maintain its high class residential district near the Centre of the City along its beautiful boulevards and finds it necessary to have narrow frontages and high apartment houses to meet the cost of high taxation.

(7) London enjoys a great natural advantage and beauty in having the River Thames running through it. The City should not allow building of any kind on lands subject to flood and should acquire as many of these lands as possible for additional parks and playgrounds. The City needs further parks and recreation areas.

(8) There is need to encourage the retention in the City of those who occupy large dwellings so that they will not be attracted to move to areas which the motor car makes more accessible.

(9) In the original surveys of 1840 there were provided about twenty-three miles of street, 132 feet wide. A glance at a map of the City (as it is now) shows how excellent is the street mesh of the City as first laid out and how bad are the later developments (due to lack of town planning).

It might not be inopportune at this moment to pay a tribute to the work of the late Secretary of the Chamber of Commerce, Mr. Gordon Philip, since deceased, who was one of the first to realize the necessity of adequate Town Planning in London and labored incessantly with this object in view. It is to be deplored that his untimely demise prevented his seeing some of the fruit of his labours and also deprived this community of a citizen whose foresight and vision of the potentialities of the future of London would have been most valuable.

RESTRICTED AREA BY-LAW

In the interim between Mr. Adams' preliminary report and Mr. Seymour's final report, and indeed until the Town Planning By-law was passed in December, 1927, the Town Planning Commission, with the able assistance of City Engineer Brazier, and City Clerk Baker framed a tentative or holding By-law, No. 7191, in August, 1923, which was known as the "Restricted Area By-law." This By-law divided the City into schedules A. and B. separating residential districts from business and manufacturing areas.

Its object was to control the situation as far as

possible until the Town Planning By-law could be prepared and passed, and although it has, of necessity, been infringed from time to time, yet on the whole it has fulfilled a very useful object. The origin of this By-law has not always been clearly understood, which led to certain misunderstandings and regrettable complications at a later date.

MONUMENTS

Before proceeding with Mr. Seymour's first report it might be noted that the Town Planning Commission assisted in the very necessary and important work of replacing about 60% of the original stone monuments on the centres of intersections of certain City streets placed during the second survey of the London town site in 1854 by Mr. Peters. Some of these monuments had been carelessly moved when the streets were paved or sewers laid and thus very valuable identification marks were lost. Messrs. Farncomb and Moore were familiar with the 1854 survey and had old maps showing these monuments and very kindly assisted re-establishing the old monuments on the boulevards where they are less liable to interference than under pavement, curb or sidewalk.

GEODETIC SURVEY

The Town Planning Commission also co-operated with the Public Utilities Commission of London to complete a Geodetic Survey of the City of London which was started in 1920 and continued until 1922 by the Department of the Interior, at Ottawa, under the very able supervision of Major Nelles and was finally completed in 1925. The result was a series of printed sheets covering the entire City, giving every possible detail of buildings, streets, curbs, telegraph poles, trees, outhouses, and everything on the surface with the greatest possible degree of accuracy. It is hoped that the City will find means to keep these maps revised and up-to-date as they should be of greatest possible value to the City Engineer's department and also to the Public Utilities Commission, as well as to engineers and surveyors in the City.

FIRST SEYMORE REPORT

Mr. Seymour's first report in 1924 included a draft of a proposed zoning By-law dividing the City into seven classes of districts as follows:

- (a) Heavy Industrial District.
- (b) Light Industrial District.
- (c) First Business District.
- (d) Second Business District.
- (e) First Residential District.
- (f) Second Residential District.
- (g) Third Residential District.

In the Heavy Industrial District, buildings could cover 90% and in Light Industrial District buildings could cover 75% and in either, if not over 20 ft. high they may occupy 100%. In the Light Industrial District certain offensive industries were excluded. In both, buildings must be 33 ft. from the centre of street and not more than 100 ft. high.

The chief difference between the first and second

business districts was that all buildings in the second business area must conform to the restrictions set forth for the second residential district.

The first residential district allowed apartments 60% area, three storeys and 10 ft. to nearest building.

The second residential district excluded apartments but allowed boarding houses, 50% area, three storeys, 8 ft. side yard. The third residential district was for detached, one-family houses only, three storeys, 30% area, 12 ft. from nearest building.

The By-law also included a section dealing with building lines.

In accordance with the conditions laid down in Section 399A of the Municipal Act, the proposed By-law, together with a cross-section map showing clearly the various zones, was published in the local Press and the public was asked to meet the Town Planning Commission at various pre-arranged places in the City so that individuals affected might voice their objections, if any, and thus give the Town Planning Commission an opportunity to make revisions, if necessary. Meetings were held in the evenings at one of the Public Schools in each ward in the City. These meetings were fairly well attended and a number of useful suggestions were made. Those attending the meetings were principally smaller property holders, a good many of whom expressed themselves as satisfied when the application of the proposed By-law to their individual property was explained.

Mr. Thomas Adams, who had later associated himself with Mr. Seymour in an advisory capacity went over Mr. Seymour's report and the proposed Zoning and Building Line By-law and gave his approval to the same in May, 1925.

The City of London then had before it a carefully prepared report and a proposed Zoning and Building Line By-law, both endorsed after months of careful study by two such eminent town planning experts as Adams and Seymour as well as by certain members of the Town Planning Commission who had studied this question since its inception and also by the City Engineer and City Clerk, both of whom had given the question very careful thought. It might have been expected that such sanction would have been sufficient to warrant endorsement by the Town Planning Commission and City Council. Unfortunately, certain members of both these bodies lacked the vision to see the necessity of avoiding costly mistakes in the future, such as had taken place in the past (some of which will still have to be rectified at great future expense) and provide for the orderly growth of the City along definite lines that allow for the expansion of industrial, business and commercial interests, and above all, the home life of each and every citizen under the best possible conditions.

The report and By-law were not adopted in 1925 nor yet in 1926 for much the same reasons.

In 1927 there was renewed interest in the question, as a large number of citizens were beginning to see the necessity for building restrictions in certain parts

of the City. Mr. Seymour was asked to revise the proposed By-law of May 18th, 1925, to provide for four zones instead of seven and also modify slightly the building line restrictions.

The City Council also sent two of its members to Vancouver to attend the Annual Meeting of the Town Planning Institute of Canada, who were authorized to issue an invitation to the Institute to hold its Eight Annual Convention in London, Canada, in 1928.

The very satisfactory result of these various influences, together with an increasingly strong feeling on the part of the general public for a consistent Town Planning By-law, resulted in the Town Planning Commission recommending Mr. Seymour's amended Four-Zone By-law to the Council and a Building Line By-law, as it was necessary to keep these two By-laws separate on account of the deletion of the word "location" from Section 399A, of the Ontario Municipal Act, in 1926.

Both these By-laws were passed in November, 1927, and are now known as:—

LONDON BY LAWS

By-law No. 8702-27 respecting Town Planning.

By-law No. 8691-27 respecting Building Lines.

The Building Line By-law will be best understood by reference to the following chart:

(Sect. 2.) The figures adopted in London are low in comparison with many cities in the United States but are the same as at present in force in Vancouver, though less than Point Grey (a contiguous municipality). They are greater in the Apartment District than in the case of somewhat similar districts in Kitchener.

(Sect. 3) "Vision Clearance" at street intersections is provided for in a very practical way and if this ordinance could be made retroactive there would be a great reduction in automobile accidents at street corners.

(Sect. 4) When a comprehensive "Major Street Plan" is prepared for the City of London (as undoubtedly it will be in the near future) the set back from the street line provided for will enable the City to widen certain streets upto 80 ft. (where they are now 66) as has and is being done in a great many cities in the United States to provide for arterial highways through the City and increased traffic.

The London Zoning By-law can be more easily appreciated by a careful study of the colored map which was sent to each property holder, (some 16,000) together with a printed copy of the proposed By-law by registered mail on February 28th, 1928.

In considering a Zoning By-law in a growing city such as London, with a population of 60,000, it is necessary not only to consider the existing conditions of streets and use and occupancy of building but due regard, as we have already seen, must be given to public opinion. The public, except where their own interests have already been affected, must be educated to appreciate the necessity for restrictions in the

provision for really high class fireproof apartment houses in the residential district." I have since learned that the rentals to be charged in one of the apartment houses for from three to five rooms would vary from \$50.00 to \$80.00 per month, or say an average of \$60.00 per month for four rooms (bed, living, kitchen and bath). My reason for mentioning these figures is to show that such apartments suitable for one or two persons only are too expensive for young men or women earning moderate salaries in offices or banks. Therefore the class of citizen for which such an apartment would be built must of necessity be well enough off to rent or own a moderate sized detached or semi-detached house. In other words the class of people to whom a "really high class bachelor apartment house" would appeal are those who can afford to own or rent houses of their own, and in my firm opinion the latter conditions should be encouraged and the former discouraged. London has always prided herself on being a "City of Homes," a city in which there were practically no tenement houses, comparatively few apartments, and where the great majority of working people as well as the more well-to-do, owned homes of their own. Let us progress along these lines and encourage our people to live with sun, light and air all around them (not one side only and often none at all) where they have some privacy and a little green grass around them, instead of going up an elevator or climbing flights of stairs, and where they have the sunlight above them on their own precincts instead of looking through windows overlooking back yards at brick walls or roof tops. These conditions may be necessary in cities the size of Montreal, Toronto, or even Hamilton or Ottawa, but surely they are not necessary in London for many years to come.

I think I am perfectly safe in saying that the density of population in London is considerably less per acre than any city in Canada of approximately the same size. In other words, London is very much "spread out" with the result that people in London should enjoy more health and sunshine, (Ask any doctor as to how much the importance of plenty of sunshine to young children, invalids and even healthy people is growing in the opinion of the medical fraternity) than is possible in cities where the density of population is greater. In London 68,000 people occupy an area of about ten square miles, or London has a density of population of about eleven persons per acre. In Toronto the density of population is 25 persons per acre, in Montreal 30.

Let us therefore fill up our blank spaces on the ground instead of climbing up into the air and living one above the other under unhealthy conditions. Let us bring up our children with the advantages they have had so far for as long a time as possible. They will be all the better for it and will develop into stronger and healthier men and women as a result.

As you will see by reference to the Zoning Plan of London there is no restriction on the erection of apartment houses of four stories and basement not

exceeding 55 feet in height in the yellow area in the central part of the city. In this area there are already located a number of very nice apartment houses in which elderly people, small families without children, or others desiring to live in this way can secure accommodation. Surely this provision should look after cases of this kind for some time to come and also provide for the erection of further apartment houses of a similar character as required in the future.

Why penalize a person now residing in the detached or two family residential district (shown orange color on plan) or holding property in this district on which he may want to build by the constant fear that he may have an apartment house run up on the next lot within two feet of his line plus one additional foot for each second story making four feet for four stories? Such a person does not want to feel that there is a possibility that a tier of bath room or kitchen windows will be constantly looking at him and his family, or that balconies with clothes lines will be a constant eyesore, or that a dozen or more motor cars will be more or less constantly parked in front of part of his property, or that the sidewalk in front of his house and his front lawn will become the playground of children whose parents have not enough knowledge of the requirements of child-life to provide sufficient sunshine for their own offspring.

Some will say that this can be overcome by stipulating that the plans of apartment houses in the Class D residential districts be submitted to the Town Planning Commission for approval. Section 412 of the Municipal Act, amended in 1927 permits bylaws to be passed "for prohibiting or for controlling and regulating the location or erection, within any defined area, of apartment or tenement houses," but in my opinion does not give any jurisdiction over type or style of apartment or tenement house. It is quite true that an arrangement might be made between the Town Planning Commission and Mr. Smith that he should build a six story (say) apartment house with lawns and gardens around it in Class D district which would protect the surrounding residents so long as Mr. Smith owned the property, but would not such permissive powers granted to a Town Planning Commission or City Council lead to abuses that might in time permit of even tenement houses in such districts and thus render null and void the whole idea of zoning. Suppose Mr. Smith were allowed to build as suggested above, what legal power would the Town Planning Commission have to permit Mr. Smith selling to Mr. Brown and Mr. Brown rebuilding in a way entirely obnoxious to his neighbours?

The line has to be drawn somewhere and I submit that the present legislation permits of that line being drawn by the Zoning By-law, but does not permit any deviation without reference to the O.R. and M.B.

In the case of London, as previously mentioned proposed zones were published in the press in 1924

and the public given an opportunity to make remarks. The present Zoning Bylaw was submitted to every property holder with a colored plan by registered letter early this year and at a subsequent hearing before the O.R. and M.B. twelve individuals or companies appeared out of some 16,000 ratepayers. These made twelve "cases." Of these

Five were agreed to and bylaw amended.

Two were general agreement or disagreement only.

Four were disagreed with and bylaw sustained.

One was deferred.

Surely such a result proves rather conclusively that the people of London are about 99% in favor of the bylaw.

It has been the policy of the Town Planning Commission when these apartment house applications were received to consult the property holders in the immediate vicinity. In the majority of cases the opinion thus obtained has been decidedly in favor of no change, thus sustaining the bylaw, while in one case the advocate of the apartment house secured the consent of the contiguous citizens before making his application.

I am in favor of the bylaw as it now stands with possibly some minor alterations to the Class D residential district to meet such requests as have been already presented (in which the contiguous residents concur) on the understanding that after such changes in the plan have been made that these changes and the other revisions already sanctioned by the O.R. and M.B. be consolidated in one amending bylaw which the Council will pledge itself to pass before the end of the year.

To manufacturers and working men in the city of London who have become perturbed on account of being apparently deprived of business and work because the proposed apartment houses are not allowed under the bylaw, I would say that the population of London is not going to grow just because apartment houses are built for additional people to dwell in. London is going to grow, and will grow steadily in proportion to the business, financial and commercial growth of the city and surrounding country, whether the said apartment houses are built or not; and if not, as I venture to hope, the increased population is going to live in individual houses, either built and vacant or to be built. In the latter case *more* building material will be bought at better prices locally and more work given to London workmen per individual house than if the same number of people were accommodated in tenement or apartment houses.

As a matter of fact the Zoning Bylaw in London is more lenient than in Vancouver and other places in that two family dwellings are allowed in the class D district instead of detached one family houses only as is the case in most cities in the United States that have Zoning regulations.

It might not be inopportune to refer again to Mr. Adams' report in which he said that "in Ottawa apartment houses have caused serious injury to most

of the residential streets," and also "it will be a misfortune if London cannot continue to maintain its first class residential district near to the centre of the city along its beautiful boulevards, and finds it necessary to have narrow frontages and high apartment houses to meet the cost of high taxations." We have already departed from Mr. Adams' advice around Victoria Park but have tried to protect the residents in the central parts of the city by restricting apartment houses to four stories and basement and 55 feet, thus making them conform in size and per cent of lot covered to the houses already in this area. Why should London require an 8 storey 75 foot, 54 "bachelor" (three or four rooms) apartment on Victoria Park? What class of citizen would occupy such an apartment? Would it not be seriously detrimental to the Park and the surrounding residents?

Town Planners must have courage in their efforts to promote public welfare by establishing building conditions, and supply a reasonable allowance of light and air for all in buildings that are to be erected in the future. In the past builders have been allowed to proceed as though the only consideration was the maximum profits in rents that could be drained from the use of land and building. Some builders have not taken advantage of the absence of Zoning and Building laws in the past and for their sakes and the welfare of the public in future the citizens of London should recognize Zoning as a remedy that is being applied all the world over (and increasingly so) to modify this erroneous concept of the use of Buildings and in the interests of public health and public amenity.

In 1916 there was only one Zoning enactment in the United States now there are 562 municipalities with Zoning Laws, mostly much more rigorous than ours. This means that an old iniquity is being done away with in modern cities for social reasons.

There are builders in many towns and cities who are threatening to take their buildings elsewhere if they are not allowed to build on 100% of the lot and with the sky as the limit. Such an attitude is illogical and tyrannical and will not be tolerated in enlightened communities. Those interested in the future development of towns and cities should see the solution of such conditions in reasonable Zoning and side line By-laws such as I submit have already been passed in the City of London.

From remarks made before the O.R. and M.B. and elsewhere it would appear that the real estate owners in London were "opposed to the whole thing." American realtors were of the same opinion about fifteen years ago but now such expression of opinion sounds almost mediaeval.

American real estate men are now solidly behind Town Planning and Zoning. They know that their best interests are promoted by orderly planning and growth. They know that people will not build homes where there is no zoning protection.

These rather desultory remarks cannot be drawn to a close without some reference to individuals who

have given their time and support to the question of Town Planning in the City of London.

Major T. J. Murphy was one of the first commissioners, (Chairman in 1921) and one of the strongest advocates of Town Planning as a vital necessity to London, if she were ever to be a great City. It is to be regretted that ill health has prevented his continuing to give the Commission his active support.

Mr. Gordon Philip has already been referred to.

City Clerk Baker has always been a strong advocate of Town Planning in London and it was largely through his influence and assistance that Mr. Thomas Adams was induced to come here. He has given very valuable assistance and advice to the Commission.

City Engineer Brazier assisted materially in preparing the first plans for Mr. Adams, and our present City Engineer Near, realizing that foresight and vision are necessary to provide for the adequate growth of a City of 60,000 has been one of the most indefatigable advocates of Town Planning in London. He has been assisted very ably by Mr. Garrett, who has been in charge of all the maps and other details prepared from time to time in the City Engineer's Office.

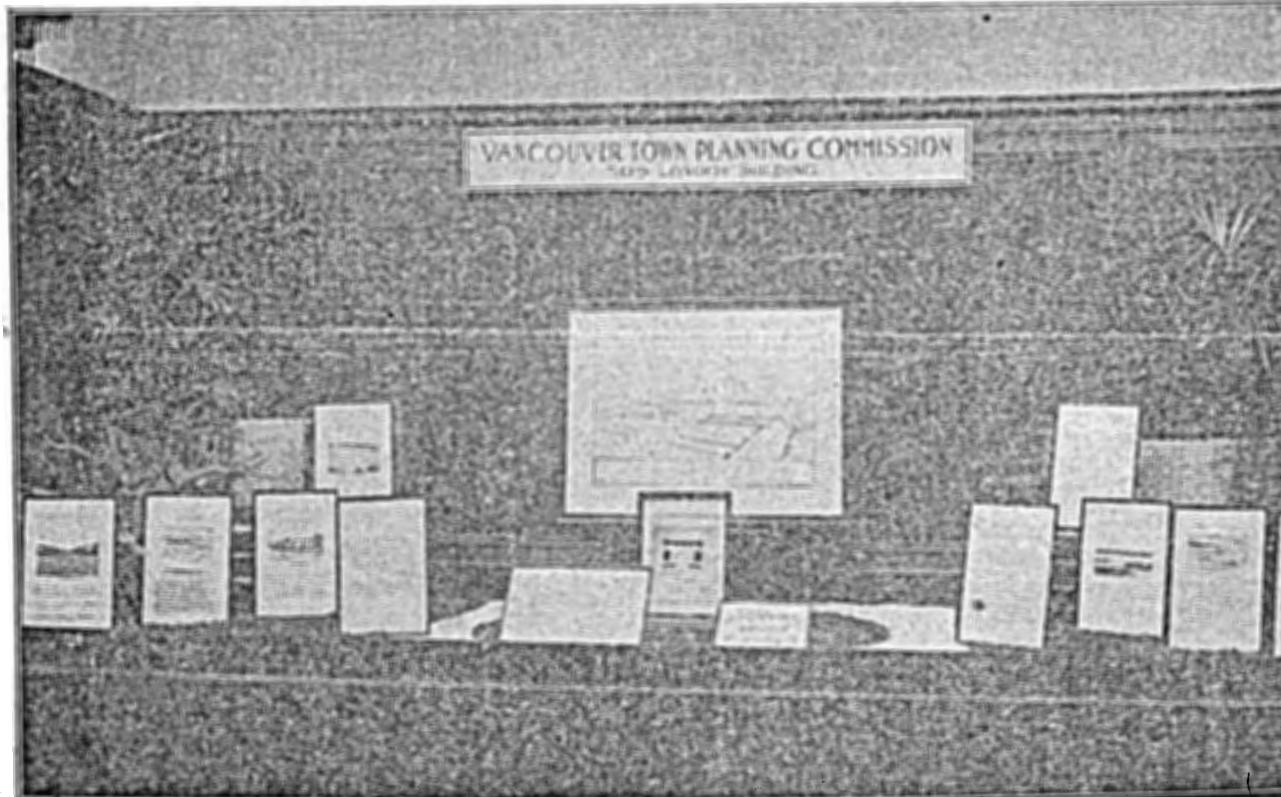
It is also due to the keen interest and untiring efforts of Alderman V. P. Cronyn that the Town Planning By-law in the City of London was passed by the 1927 Council.

VANCOUVER

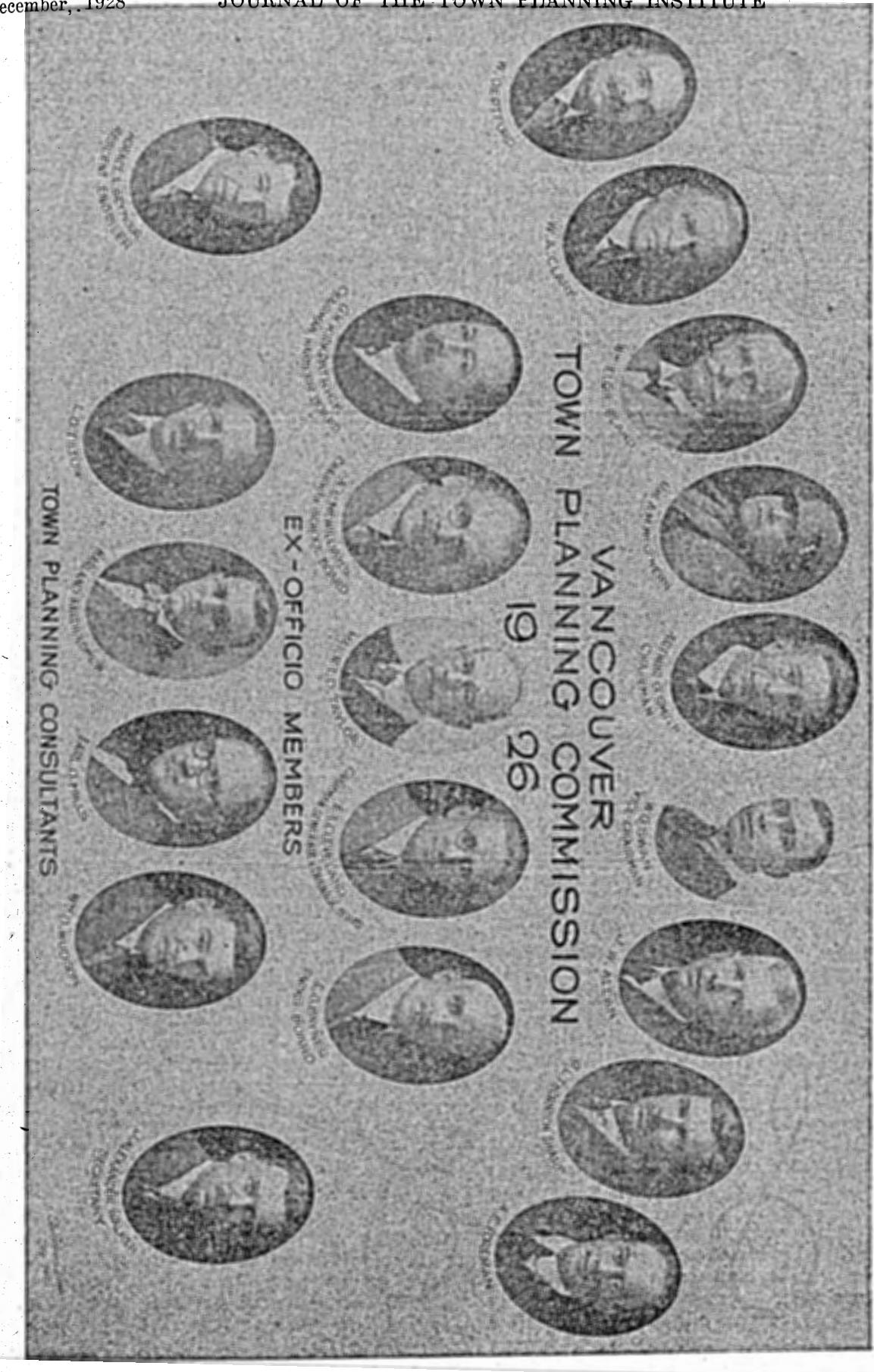
The plan of Vancouver is at the point of completion. The final zoning plan, which is to take the place of the interim zoning plan which has now been in operation some time, has virtually been accepted by the City Council. With the presentation of the final reports of the Bortholomew consultants, there will be before the people of Vancouver a magnificent series of studies concerning the future development of the city which will constitute a library of reference and guidance for all the future planning activities of the city.

We have pleasure in presenting a group photograph of the personnel of the Town Planning Commission of Vancouver, and the consulting firm, who have laboured so strenuously during the last few years to bring this great work to fruition. There are City Councils yet existing who do not take kind-

(Continued on Page 156)



This picture illustrates one of the publicity methods of the Vancouver Town Planning Commission. The production has diminished the effectiveness of the reading matter and of the individual illustrations but the purpose of the exhibition will be clear and will perhaps suggest publicity methods to other towns and cities. This exhibition in the window of the Hudson Bay Company's store, Vancouver, was a means of informing the public as to what was intended and what was going on in Town Planning. This was but one of many means adopted to this end and such means have assisted greatly in educating the public to the wisdom of accepting the findings and proposals of the Town Planning Commission.



(Continued from Page 154)

ly to sharing any of their responsibilities or prerogatives with the Town Planning Commission, and we still meet the type of city alderman who declares that if any planning of a town or city is to be done the members of the City Council are quite competent to do it. It is this spirit that has been responsible for the sterility of certain town planning commissions of which we have knowledge. There is really no sense in this attitude, and certainly no good manners, since the members of the Town Planning Commission all serve without remuneration and serve as special students of a special problem and in no case involve the city in additional expenditure without the consent of the City Council.

At this distance it seems to us that the Vancouver City Council has made the plan of Vancouver possible by the maintenance of a courteous and appreciative attitude to the work of the Planning Commission. The time is surely at hand when a proper understanding of the high civic value of the services of the Town Planning Commission will be understood. There is no more important work being done in Canadian cities at the present time.

MR. HORACE L. SEYMOUR GOES TO ALBERTA

The Alberta Government, following the lead of Premier Brownlee, has wisely decided to appoint a Provincial Town Planning Advisor to assist in the development of its new Town and Rural Planning Act and to take charge of a program for provincial planning, both in the urban and rural districts, so far as a provincial authority can achieve this end. Premier Brownlee has explained that the Act of last year, dealing specifically with the rural areas and having for its object the preservation of rural beauty, was an emergency measure and that a future legislative town planning step will be to revise the Town Planning Act of 1913 and compile a new Act of a comprehensive character dealing with both urban and rural areas.

This is excellent news for Canadian planning. So long ago as 1913 Alberta passed a Town Planning Act, but no executive officer or staff was appointed to take charge of the Act, and the Act has been admittedly a failure. The tendency now is to blame the Act and to overlook the probability that if a responsible officer had been appointed in 1913 to interpret the Act to the municipalities concerned and to advocate its adoption the result might have been very different and Alberta, the second province in Canada to pass such an Act, (with the New Brunswick Act quiescent and inoperative) might have been cheerfully in the lead in Canadian planning.

As it is, this leadership was captured by the province of British Columbia, Alberta's neighboring province, with its first Act passed in 1925. The British Columbia government of 1925 did not however see the importance of appointing a trained

executive to interpret and popularize the Act among the municipalities. But the existence of a vigorous branch of the Town Planning Institute in Vancouver and Point Grey supplied the lack of an educational agency at the centre, so far at least as the Vancouver region was concerned, and led to the inception and execution of the Plan of Vancouver and to the spread of the Town Planning movement in the Vancouver region.

If it is said that British Columbia has taken the lead without any provincial Town Planning executive, the answer is that even yet the movement in British Columbia is confined to the Vancouver and Victoria regions and that the other towns and cities of British Columbia do not yet manifest any very active interest in Town Planning; and that, if a provincial Town Planning Advisor had been visiting those towns during the last three years, explaining the advantages of town planning, assisting in local organization and generally fostering local interest in town planning these other towns in British Columbia, beyond the Vancouver region, might now be developing town planning and zoning schemes; that the educational work undertaken by the Vancouver branch of the Institute has been arduous voluntary labour which should not be expected of busy professional men. The State of Massachusetts has had a State Town Planning Advisor for some years. In the latest report the responsible officer is able to announce that Massachusetts has 105 local Planning Boards and that 59 towns are actually engaged on zoning plans.

But coming back to Alberta—with so vigorous a town planning movement in the neighbouring province Alberta had to "wake up", for Vancouver was being discussed in the world literature of town planning as the most progressive city in Canada. Alberta delegates attended the Vancouver convention in 1927. They came and saw and were conquered. Premier Brownlee came back from an extensive tour abroad and, impressed by the advantages of planning and the conservation of natural beauty in other countries, announced that the neglect and destruction of natural beauty in Alberta must come to an end. The Premier saw what the government of British Columbia in 1925 did not see, that what was everybody's business was nobody's business and did not get done, and that a mere provincial town planning act on the statute books was of little use unless somebody accepted the responsibility of putting it into operation. In one respect therefore there was a chance for Alberta to get ahead of British Columbia and that was in the immediate appointment of a provincial town planning executive, first to revise and prepare a comprehensive modern Town Planning Act that would apply not only to towns and cities but also to rural areas, with special emphasis on the rural areas.

The appointment has now been made and the choice of a provincial Town Planning Advisor has fallen upon Mr. H. L. Seymour, now engaged as Resident Engineer to the firm of Bartholomew and

Associates, on the Vancouver plan. Mr. Seymour has had valuable experience and excellent training for the work which Premier Brownlee is entrusting to him. At the time when Canadian Planning experience was practically unknown, about a decade ago, Mr. Seymour served as assistant to Mr. Thomas Adams, at that time Town Planning Advisor to the Commission of Conservation under the Dominion Government, and was thus brought into close contact with British town planning ideas and methods. As Mr. Adams's assistant he took an important part in the reconstructive planning of the city of Halifax, N. S. after the disastrous explosion during the war period. His present experience as Resident Engineer to the American firm of Bartholomew and Associates must have given him intimate insight into the methods and organization of one of the most accomplished town planning firms on this continent. Between these periods he has worked in the field of Canadian planning at Kitchener and London, Ontario, in the position of independent Town Planning Consultant, completing the work undertaken in these cities by Mr. Adams. For a short period he was also engaged in planning work in Venezuela, South America, and had thus some opportunity of studying foreign conditions in regard to planning problems.

Mr. Seymour's colleagues would probably agree unanimously in the statement that the new Alberta Town Planning Advisor has an unbounded enthusiasm for the work. Town planning has created a professional type of town planner whose chief object seems to be to "sell" a plan as a piece of merchandise and whose attitude to the social and human interests involved is sometimes of a rather tepid character. H. L.S. has a missionary zeal that does not wait for opportunity but goes out to find it and make it. We quite expect that by the end of 1929 every Sleepy Hollow in Alberta will have been discovered by a ubiquitous town planning missionary, and gentle inquiries have been made why they are asleep. We remember vividly a few years ago communicating to Mr. Seymour the information that the town of Aylmer near Ottawa had been burned out, "Yes", said Mr. Seymour, "I have just wired to them offering to plan their new town". And who so skilful in the fine art of persuasion? Who can so cleverly agree with everything the other man says and then so casually convey to the other man the astonishing idea that he may be wrong in some unimportant particular? His work at London must have been a fine training in patience since his plan for the zoning of London has been largely eviscerated by disastrous compromise. Now London, "the city of homes," is committed to a zoning scheme that has no separate single family home district. "Undoubtedly," says Mr. Seymour in his London report: "There are many in the city of London who yet have no particular knowledge of what is being undertaken." Possibly Mr. Seymour gives way too easily at times or possibly he knows by drastic experience that ignorance is the most immovable thing in the world and can only be

affected by slow disintegration. The disintegrating process, Mr. Seymour argues somewhere in his London report, is education.

The essential function of his new position is educational, to persuade the Alberta public that town planning spells business prosperity, social welfare and extended opportunity for all citizens to get more value out of life and work. His new work will not deal so much with mathematical lines and angles, it will deal more with angular souls which will need smoothing and soothing into pleasant curves and reasonable rhythms and the line to find will be the line of least resistance in human nature. For this kind of work a man must have a rare stock of enthusiasm, tremendous patience, and a pioneering passion not simply for his own advancement but for the advancement of communities in the discovery of richer social values. Those who know H.L.S. best, we suspect, will agree that he has at least a respectable share of these important qualities and will scarcely doubt that his work will be successful in Alberta.

We see by a newspaper report that somebody in Alberta is already expecting Mr. Seymour to plan a model town, presumably as a Government official. Possibly he may decide to do this once as an object lesson but Alberta towns will need to be warned that such professional work is no part of a Provincial Town Planning Advisor's duty. His work is to advise the provincial Government on such town planning matters as concern the whole province and to encourage new local movements throughout the province till they have come to the point where the appointment of a Town Planning Consultant is necessary and indispensable.

ST. CATHERINES (ONTARIO) MAY TAKE TOWN PLANNING ACTION.

Mr. Noulan Cauchon visited St. Catharines, Ontario, November 22, by invitation of the City Council and addressed a joint meeting of the City Council, Chamber of Commerce, and the Service Clubs on Town Planning matters, at the Welland Hotel. Ten years ago he addressed a similar meeting urging Town Planning action upon the responsible officials of St. Catharines but at that date there was apparently little apprehension of the importance of the subject and his missionary work was of no avail. At present a different spirit is manifest and it looks as though the Mayor and City Council are prepared to take all practical steps to inaugurate Town Planning policy in the city. On arrival at mid-day Mr. Cauchon was immediately seized by the City Engineer and for several hours was switched around the city for study purposes, and after the public meeting spent several days in touring and consultation with the officials. At a special meeting of the City Council he outlined proposals for the location of a new City Hall, for the development of park areas and the planning of main streets. He strongly advised the City Council to appoint a Town Planning Commission forthwith and also recommended the consideration of a City and Regional Plan that would involve co-operation with adjoining municipalities. The separation between modern towns, he said, is often nothing more than a tax separation and time has come for adjoining municipalities to consider the wisdom of a Regional Plan.

At the public meeting Judge J. S. Campbell, in moving a vote of thanks to Mr. Cauchon, warmly commended the preliminary proposals made by their guest and urged upon the Council the immediate necessity of forming a Town Planning Commission.

LONDON (ONTARIO) ZONING MAP

The London (Ontario) Town Planning Commission will be glad to forward a coloured map of their zoning scheme to anyone interested.

**MINISTER OF THE INTERIOR COMMENDS TOWN
AND RURAL PLANNING IN ALBERTA**

In responding to an invitation to send a message of encouragement to the new quarterly magazine, *The Research Bulletin*, of the Union of Alberta Municipalities, the Minister of the Interior, Hon. Charles Stewart, sent the following letter, dated July 3, which was published in the September number of the *Bulletin*:

Dear Mr. Editor:

In glancing with much interest over the first two numbers of the "Research Bulletin," I have noted with pleasure your intention to make this quarterly a medium of free discussion on matters and principles that concern the welfare of the municipalities of Alberta.

Since you ask for a word of encouragement from me I may say that all who are interested in Alberta are watching with the keenest sympathy the efforts of your Premier and his colleagues to promote legislation that will stimulate orderly development both in the rural and urban districts. I sincerely hope that all members of the Union of Alberta Municipalities will apply the "research" spirit to the subject of town and rural planning and I am glad that in your recent convention this subject occupied a much more important place in your deliberations than is customary. New concepts of civic and rural government are growing up in all parts of the world and I am sure that the Alberta mayors and councillors will manifest a progressive spirit by giving every support to the aims of the government in regard to rural and town planning.

In your first number, His Honour the Lieutenant-Governor set forth so clearly and cogently the advantages of modern planning in towns and villages that it is scarcely necessary for me to cover the same ground. It is quite evident that it is the intention of your government to provide Alberta with the best possible legislation for town and rural planning, but this itself will not certainly assure orderly development of the rural and urban districts of Alberta unless the local authorities and officials co-operate with the government and supply the local initiative and energy so indispensable to the progress of this movement.

There is what appears to be a permanent division of opinion as to whether obligatory or permissive town and rural planning legislation is the better and quicker method. Some countries have adopted one method and some the other but there is no doubt that whatever the type of legislation, the secret of progress is local initiative, the willingness of local officials to get themselves into line with new scientific concepts of local government and to organize their forces to make better planning possible.

I am strongly convinced, also, that the women of Alberta should be called in to take a prominent part in this work. They have already shown their capacity for vital leadership in many directions. That phase of town planning which calls for better development and arrangement of houses and home areas deals with their intimate interests and should therefore invite and enlist their co-operation. In a country of great spaces such as our own there can be no excuse for the congested living that has wrought such grave mischief in the older countries. Home areas can be developed where there is plenty of light, air, sunshine and play room for children. I am sure that the women of Alberta would welcome a considered movement in Alberta to this end and would offer the best kind of service.

Perhaps I need not remind you that we are living in a motor age, except that we are all disposed to forget the fact. With the immense revenue that is being reaped all over the world from the wonderful expansion of travel by automobile, there has come a new need and a new opportunity to pay more attention to the countryside, to keep and make it attractive to tourists, so that they will visit it with more frequency and in larger numbers. The cultivation of tourist traffic may be said now to be a phase of social and economic science. The fruit of it cannot be reaped except by thought; by preserving and creating the inducements to travel.

In the Province of Alberta, so rich in natural beauty, the preservation of the amenities of the countryside need cost little more than intelligent thinking. Roads there must be for purposes of communication and trade. But if roads are at the same time made attractive they will now serve the double purpose of promoting pleasure travel which instinctively avoids what is ugly and untidy.

It will not be unknown to your members that something like 600 cities, towns and villages of the United States have adopted zoning ordinances, such as His Honour the Lieutenant-Governor advocates in your columns, and that about the same number of towns in Great Britain have taken similar action. Planning for villages, towns, cities and even for large regions has been adopted in many parts of the world. The men behind this movement are students of applied science—science applied to the living and working conditions of mankind. In the United States, business men—such as real estate brotherhoods and manufacturers—are strongly behind the movement. It would seem that, with the removal of the fear and distress of international conflict the thinking of nations has turned to the improvement of the physical conditions of living in town and country, since history has proved without a doubt that such con-

ditions determine the success and contentment of their populations.

I trust that your Bulletin will become a leader of "Research" into this matter of orderly development of the rural and urban regions of Alberta, and that you will have the best support of your fraternity in making it a useful organ for public service.

With best wishes,

Yours faithfully,

CHAS. STEWART

MR. NORMAN D. WILSON'S APPOINTMENT

The appointment of Norman D. Wilson as general director of the Advisory Town Planning Commission of Toronto will be gratifying to all who know Mr. Wilson's singular qualifications for such work, and who hope to see so important a city as Toronto taking a lead in Canadian planning. Whatever be the outcome of the formation of a Town Planning Commission for Toronto—whether it be the development of a comprehensive plan on the lines standardized, we may say, by European and American practice (in contradistinction to piecemeal planning, which means tackling a job here and there according to the fancy of someone in authority) or a grandiose real estate project for increasing real estate values, the fraternity of town planners will at least know that a technical advisor is on the spot who knows the difference between the two methods and who must, as a matter of technical integrity, cast his influence in favour of a comprehensive plan of the city and of the metropolitan region of which Toronto is the centre.

When great plans such as Washington, the New York Regional Plan, the Chicago and San Francisco Regional Plans, and many others, are open for the study of all men the Burnham maxim "Make no little plans, they have no magic to stir men's blood," comes nearer to common sense and the hospitality of common sense minds.

Mr. Wilson knows Toronto and its public men as few men do and has a quiet persuasive talent uncorrupted by the vanity that paralyzes the influence of many otherwise capable men, and he has a rich technical experience and social outlook acquired both in his native city and abroad. It was once said of a clergyman that while he upheld what was orthodox he preached what was true. Mr. Wilson may have to make compromises to accommodate his philosophy to the psychology of "big business," but we have confidence that sooner or later given a reasonable chance, he will draw the lines of piecemeal planning

into a considered and comprehensive scheme of city and regional planning for the Toronto centre.

The *Canadian Engineer* has summarized Mr. Wilson's career, so far, and the following data we borrow from its record:

Mr. Wilson is a member of the firm Wilson, Bunnell and Borgstrom, Ltd., consulting engineers and town planners, Toronto. Mr. Wilson has had a number of years' experience with planning and transportation problems in Toronto and is eminently fitted to occupy the position which he has just taken over. He was born in Toronto and graduated from the University of Toronto in 1904 with the B.A.Sc. degree in civil engineering and received his C.E. degree from the same university in 1923. After graduating, he spent four years on railway location and construction, and Dominion land surveys in Manitoba and Saskatchewan. Mr. Wilson then came east and formed a partnership with Mr. J. C. Gardner at Niagara Falls, Ont., and for a time was engaged in municipal work in the Niagara peninsula. In 1910, he opened an office in Toronto as a land surveyor but later relinquished his practice upon being appointed Engineer of Surveys and Lands for the Toronto Harbour Commission, which position he held until 1923. In 1915, Mr. Wilson was on the staff of the Civic Transportation Committee in its study of the general transportation situation in the city, particularly with regard to the question of radial entrances into the city. When the Toronto Transportation Commission was reformed in 1920, Mr. Wilson's services were requested to assist in the investigation preliminary to taking over the Toronto Railway, his later being appointed Engineer of Traffic Study, which position he actively held up to 1925. In June, 1923, when he resigned from the Harbour Commission, he joined A.E.K. Bunnell in partnership as engineers and city planning consultants. Two years later the firm became Wilson, Bunnell & Borgstrom, Ltd. During the past four years the greater part of Mr. Wilson's time has been employed in the study of transportation and city planning problems in Rio de Janeiro, Sao Paulo and Mexico City for the Brazilian Traction Co. and the Mexican Tramways Co. Mr. Wilson obtained his D.L.S. commission in 1909 and O.L.S. in 1910. He is a member of the Engineering Institute of Canada, the Association of Professional Engineers of Ontario and the Town Planning Institute of Canada. For some time at least, Mr. Wilson will give practically his whole time to the attention of the commission.